SELECTIONS

FROM THE

RECORDS OF THE GOVERNMENT OF INDIA,

HOME DEPARTMENT.

No. CCCLXXVI.

HOME DEPARTMENT SERIAL NO. 113.

PAPERS

RELATING TO THE

TRANSFER OF THE CONTROL OF REFORMATORY SCHOOLS IN INDIA

FROM THE

JAILS DEPARTMENT TO THE EDUCATION DEPARTMENT

DURING THE YEAR

1898-99.

Published by Authority.

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CONTENTS.

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PAPERS

RELATING TO THE

TRANSFER OF THE CONTROL OF REFORMATORY SCHOOLS IN INDIA FROM THE JAILS DEPARTMENT TO THE EDUCATION DEPARTMENT

FROM

1898-1899.

India Office; No. 1.
London, the 14th July 1898.

Judicial,
No. 24.

To His Excellency the Right Honourable the Governor General of India in Council.

MY LORD,

My attention has been drawn to the letter from the Inspector-General of Prisons, North-West Provinces, dated the 16th March last, contained in the Annual Report on the Reformatory School at Bareilly. It is stated in the second paragraph that the conversion of a separate building into a second reformatory had been suggested, but that the Local Government preferred to have one of the boys' prisons in a central jail arranged as a reformatory. I am disposed to think that this decision should be reconsidered. It may well be doubted whether the work of reformation can be carried on with any hope of success in a school which is associated, in the minds of the boys themselves, and in public estimation, with the idea of a person. So strongly is this felt in the Madras Presidency that its school has been placed under the Director of Public Instruction and at a station where there is no prison. I think this was a wise decision, and should be glad to see it followed in other Provinces.

2. Dr. Hall's remarks on the importance of making the industrial training in these institutions more thorough are interesting, and, until this is done, I do not consider that it can be said to be established that boys will not on their release follow the trade which they have been taught, unless it is that of their own caste. It would be instructive to institute a comparison in this respect between the schools which teach other industries and those where the training imparted is principally agricultural. But at present the tables in the reports showing the occupations of boys after release are confined to those released during the year under report.

I have the honour to be,

MY LORD,

Your Lordship's most obedient, humble servant,

GEORGE HAMILTON.

From A. H. L. FRASER, Esq., C.S.I., Officiating Secretary to the Government of India, Home Department, to the Chief Secretary to the Government of Madras,—No. 422, dated the 15th September 1898. No. 2.

I am directed to forward, for the information of the Government of Madras, a copy of a Despatch from the Secretary of State for India, No. 24 (Judicial), dated the 14th July 1898,

commenting on the report on the Bareilly Reformatory School for 1897, together with a copy of that report and the orders of the Local Government thereon.

2. It is stated in the first paragraph of the Despatch that the Reformatory School in the Madras Presidency has been placed under the Director of Public Instruction and at a station where there is no prison. The Secretary of State suggests that this arrangement should be followed in other Provinces. The Government of India will be glad to receive a report on the working of the system in the Madras Presidency.

3. The Government of India will also be glad to receive a report on the remarks and suggestions in the second paragraph of the Despatch on the subject of the agricultural and industrial training of boys. In especial, the Government of India desire that it may be explained to what extent the training imparted in the Chingleput Reformatory School is chiefly agricultural or is in other industries, and that a statement may be furnished showing the industries followed by the boys at present in the school and after release, contrasting the numbers following agricultural with those following other pursuits.

4. The Government of India consider that statements similar to the above should in future be appended to the Annual Report on the school.

No. 3. From A. H. L. FRASER, Esq., C.S.I., Officiating Secretary to the Government of India, Home Department, to the Governments of Bombay, Bengal and Burma and the Chief Commissioner of Central Provinces,—No. 423—426, dated the 15th September 1898.

I am directed to forward, for the information of the Government of Bombay / Bengal / Burma (your information), a copy of a Despatch from the Secretary of State for India, No. 24 (Judicial), dated the 14th July 1898, commenting on the Bareilly Reformatory School Report for 1897, together with a copy of that Report and of the orders of the Local Government thereon.

2. I am to request that the Government of India may be favoured with the views of the Governor in Council / His Honor the Lieutenant Governor (your views) on the suggestion of the Secretary of State that Reformatory Schools should be placed under the Director of Public Instruction and at stations where there is no prison.

3. The Government of India will also be glad to receive a report on the remarks and suggestions in the second paragraph of the Despatch on the subject of the agricultural and industrial training of boys. In especial, the Government of India desire that it may be explained to what extent the training imparted in the Yeraoda Reformatory School / Alipore and Hazaribagh Reformatory Schools / Insein Reformatory School / Jubbulpur Reformatory School is chiefly agricultural or is in other industries, and that a statement may be furnished showing the industries followed by the boys at present in the school (s) and by boys after release, contrasting the numbers following agricultural with those following other pursuits.

4. The Government of India consider that statements similar to the above should in future be appended to the Annual Report on the school (s).

No. 4 From A. H. L. FRASER, Esq., C.S.I., Officiating Secretary to the Government of India, Home Department, to the Secretary to the Government of the North-Western Provinces and Oudh, Judicial Department,—No. 427, dated the 15th September 1898.

I am directed to forward a copy of a Despatch from the Secretary of State, No. 24 (Judicial), dated the 14th July 1898, on the subject of the Reformatory School at Bareilly.

2. I am to request that a report may be made to the Government of India on the subjects raised in each of the paragraphs of the Despatch. With reference to second paragraph I am to request that a statement may be given showing the occupations of the boys at present confined in the reformatory as well as a statement showing the occupations followed by the boys after release, contrasting the numbers following agriculture with those following other pursuits. Similar statements should in future be appended to the Annual Report on the school.

No. 5. From W. H. L. IMPEY, Esq., Secretary to the Government of the North-Western Provinces and Oudh, Judicial (Criminal) Department, to the Secretary to the Government of India, Home Department,—No. 3015, dated the 11th October 1898.

I am directed to acknowledge the receipt of your letter No. 427, dated 15th September 1897, communicating certain remarks by Her Majesty's Secretary of State for India on the

Annual Report of the Reformatory School at Bareilly and calling for a report with statistics on the subjects raised in that Despatch.

2. As some time must necessarily elapse before the statistics called for in connection with the occupations followed by boys in the reformatory and after release can be collected, I am to submit a report on the subject of the second reformatory which it was proposed to establish in these Provinces, alluded to in paragraph 1 of the Despatch. The statistics asked for in paragraph 2 of the letter of the Government of India will be submitted as soon as available.

3. With regard to the remarks made by the Inspector-General of Prisons, North-Western Provinces and Oudh, in the second paragraph of his report on the Reformatory School, referred to by Her Majesty's Secretary of State, I am to say that the subject has already been brought to the notice of the Government of India in this Government's letter No. 302, dated 1st February 1898, to your address. The remarks of the Inspector-General of Prisons confuse the two questions that have been before this Government but which are essentially separate: (1) the increase of the accommodation at the Bareilly Reformatory School for boys legally sent to that school by order of a Court, and (2) the establishment of a second reformatory for a small number of boys of certain specially criminal classes at present illegally sent to the Bareilly Reformatory.

4. As pointed out in the letter above quoted, advantage had been taken of section 8 (3) of the Reformatory Schools Act of 1897 to issue rules excluding boys of certain criminal tribes from admission to the school, as experience had shown that such boys, not only did not profit by the training of the reformatory, but exercised a contaminating influence on the other inmates. These rules were, however, disregarded in several instances by Magistrates in spite of special orders issued to them on the subject; and instances occurred of their ordering the detention of members of these criminal tribes in the reformatory. Under the repealed Act V of 1876 it was within the power of the Local Government to relegate such boys to jail to undergo the residue of their term of imprisonment, but this power having been withdrawn by the new Act of 1897, and the High Court of Judicature in these Provinces having taken the view that section 16 of the Act precluded them from revising such irregular sentences, the only course open to this Government was to allow juvenile offenders of this character to remain in the reformatory or to discharge them, in which case they escaped punishment for their offences. At each central prison a separate jail, known as a Central Prison Reformatory, is already established for boys undergoing sentences of imprisonment who have not been sent to the Bareilly Reformatory by Magistrates and are unsuitable for admission to that institution. To obviate the difficulty above referred to, it was proposed to convert one of these reformatories into a reformatory under the Reformatory Schools Act, 1897, to which boys belonging to these criminal tribes could be transferred under section 14 (*b*) of the Act, the rule prohibiting the admission of such boys to a reformatory being altered. It would thus have been possible to send such boys to a reformatory: though there is little hope of reforming them, it seemed better to detain them in a school as a punishment than to discharge them immediately as at present. The enclosed copy of letters No. 4037-VI—501-B.—63, dated 17th December 1897, and No. 365-VI—40-B., dated 7th February 1898, to the Inspector-General of Prisons of these Provinces, will fully explain the nature of the institution it was proposed to establish.

5. In arranging the details of the scheme the Inspector-General made the suggestion alluded to in his report of utilizing some disused buildings, formerly a Sansiah Reformatory at Fatehgarh, for the second reformatory. Since the number of boys likely to be confined in this reformatory was small and the expense of establishing a second institution at Fatehgarh, when an increase to the total number of juvenile prisoners was not anticipated, was out of all proportion to the object to be attained, the proposal of the Inspector-General was negatived. Subsequently, as reported in Government Order No. 1112-VI—48-B., dated 23rd April 1898, it was found that serious difficulties were likely to be experienced and heavy cost incurred in providing separate accommodation at a Central Prison Reformatory for the confinement of juvenile offenders unsuitable for admission to the Bareilly Reformatory, and the scheme was accordingly abandoned. It will, however, be seen that the second reformatory it was proposed to establish in a central jail was of a very special character, designed only for a limited number of boys belonging to criminal tribes who have been found to be not susceptible to the influence of the Reformatory and who should, had the law been properly enforced, have been sentenced to imprisonment and not to detention in a reformatory.

6. I am to add that it is not the intention of this Government to establish a second reformatory for ordinary juvenile offenders, as with the construction as contemplated of two

new barracks at Bareilly, the present buildings should afford ample accommodation for some years to come.

No. 6. From the Secretary to the Government of the North-Western Provinces and Oudh, to the Inspector-General of Prisons, North-Western Provinces and Oudh,—No. 4037-VI—501-B.—63, dated the 16th December 1897.

Notwithstanding the issue of detailed instructions and rules for the guidance of Magistrates in administering the Reformatory Schools Act, 1897, the Government continues to receive from you lists of cases in which Magistrates have irregularly sent to the Reformatory School boys who are not eligible for admission thereto. The High Court, to which some of these cases were referred, has by a recent ruling confirmed the view of this Government that section 16 of Act VIII of 1897 precludes the Courts from interfering with orders of detention in a Reformatory School and rectifying mistakes that may have been made. The consequence is that the Government will be compelled to discharge from the school without further punishment boys who have been illegally sent to it, boys, for instance, who are over the age of 15 years.

Aheriahs.	Doms.
Berias.	Haburah.
Bauriahs.	Kanjars.
Barwars.	Nats.
Bhatus.	Sanauriahs.
Daleras.	Sansiahs.

2. One of the mistakes frequently made by Magistrates is to send to the Reformatory School boys belonging to one of the castes noted on the margin, although it is directed by rule made by the Local Government (Notification No. 1634-VI—40-B., dated 18th June 1897) that no such boys should be so sent. Under section 14 (*b*) of Act VIII of 1897 it is open to the Local Government to transfer a boy from one Reformatory School to another, and if a second Reformatory School were established in these Provinces, a rule might be made under section 8, clause (3) (*a*) of the Act, authorizing detention of boys of the above mentioned castes in their second reformatory.

3. The requisites of a Reformatory School are given in detail in section 6 of Act VIII of 1897. These are—

(*a*) sufficient means of separating the inmates at night;

(*b*) proper sanitary arrangements, water-supply, food, clothing and bedding of youthful offenders detained therein;

(*c*) the means of giving such youthful offenders industrial training;

(*d*) an infirmary or proper place for the reception of such youthful offenders when sick.

It appears to the Lieutenant-Governor and Chief Commissioner that the separate jails for boys which are established at central prisons under paragraph 734 of the Jail Manual practically comply with these requisites, or can without difficulty be made to comply with them. If this is the case, one of these separate jails might be declared to be a Reformatory School under sections 5 and 7 of the Act, the Superintendent of the Central Prisons being appointed Superintendent of the Reformatory School so formed with a committee of visitors to assist him (*cf.* section 17 of the Act). I am to inquire if you recommend the adoption of this course, and, if so, at which central prison the second reformatory should be established : the question of accommodation would require your consideration.

No. 7. From the Secretary to the Government of the North-Western Provinces and Oudh, to the Inspector-General of Prisons, North-Western Provinces and Oudh,—No. 365-VI—40-B., dated the 7th February 1898.

With reference to your letter No. 401-E.—20, dated the 26th January 1898, I am directed to say that His Honour the Lieutenant-Governor and Chief Commissioner does not contemplate the establishment of a separate Reformatory School for the detention of boys belonging to criminal tribes and, therefore, is not prepared to utilize the old Sansiah Reformatory building for this purpose. I am accordingly to request that endeavour may be made to provide the necessary accommodation for these boys in an existing central prison. An estimate should first be made out of the number of boys to be so accommodated. I am to remind you that it will be necessary for you to certify that the requirements of section 6 of the Reformatory Schools Act (VIII of 1897) have been complied with before a school can be used as a reformatory, and that before making recommendations on the subject you should

satisfy yourself that you can be placed in a position to grant such a certificate. An approximate estimate of the cost involved should at the same time be submitted.

From R. NATHAN, Esq., Under Secretary to the Government of India, Home Department, to the Secretary to the Government of the North-Western Provinces and Oudh, Judicial (Criminal) Department,—No. 540, dated the 16th November 1898. No. 8.

I am directed to acknowledge the receipt of your letter No. 3015, dated the 11th October 1898, furnishing a report with regard to the proposed arrangement of one of the boys' prisons in a Central Jail into a second Reformatory School. A copy of your letter has been forwarded for the information of the Secretary of State.

I am to request that, when the promised statistics in regard to the occupations followed by boys in the Bareilly Reformatory and after release are submitted for the information of the Governor General in Council, the Government of India may also be furnished with the views of His Honour the Lieutenant-Governor and Chief Commissioner on the suggestion of the Secretary of State that the course adopted in Madras, of placing the Reformatory under the Director of Public Instruction and at a station where there is no prison, should be followed in other Provinces.

No. 52 OF 1898. No. 9.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

JUDICIAL.
Jails.

To THE RIGHT HONOURABLE LORD GEORGE FRANCIS HAMILTON,

Her Majesty's Secretary of State for India.

Calcutta, the 22nd December 1898.

MY LORD,

We have the honour to refer to Your Lordship's Judicial Despatch No. 24, dated the 14th July 1898, commenting on the remarks made in the second paragraph of the letter from the Inspector-General of Prisons, North-Western Provinces and Oudh, dated the 16th March last, on the subject of the decision of the Local Government to arrange one of the boys' prisons in a Central Jail as a Reformatory. Your Lordship observed that you were disposed to think that this decision should be reconsidered, since it is doubtful whether the work of reformation can be carried on with any hope of success in a school which is associated in the minds of the boys themselves and in public estimation with the idea of a prison.

2. We called for a report on the subject from the Government of the North-Western Provinces and Oudh, and the letter from that Government appended to this Despatch shows that the position was not clearly explained in the report of the Inspector-General of Prisons. It will be observed that the second Reformatory which it was proposed to establish at one of the Central Jails was of a very special character, being designed only for a limited number of boys belonging to criminal tribes who have been found not to be susceptible to the influence of the Reformatory, and who should, had the law been properly enforced, have been sentenced to imprisonment, and not to detention in a Reformatory.

3. A reference has been made to Local Governments and Administrations regarding the general questions raised by Your Lordship relating to the control of Reformatory Schools by the Education Department and industrial training in Reformatory Schools. A further

communication will be made to Your Lordship when the replies of the Local Governments are received.

We have the honour to be,

MY LORD,

Your Lordship's most obedient, humble servants,

ELGIN.
W. S. A. LOCKHART.
J. WESTLAND.
M. D. CHALMERS.
E. H. H. COLLEN.
A. C. TREVOR.
C M. RIVAZ.

No. 10. From M. HAMMICK, Esq., I.C.S., Acting Secretary to the Government of Madras, Educational Department, to the Secretary to the Government of India, Home Department,—No. 220, (Educational), dated the 4th May 1899.

I am directed to acknowledge the receipt of your letter No. 422, dated 15th September 1898, calling for a report on the working of the system under which the Reformatory School in this Presidency has been placed under the Director of Public Instruction and at a station where there is no prison, and requesting information with regard to the agricultural and industrial training of the boys confined in the school. In reply, I am to forward a copy of a letter No. 2866, dated the 8th March 1899, from the Director of Public Instruction, Madras, reporting on the working of the school and the industries taught there. Copies of the marginally-noted proceedings of this Government relating to the establishment of a Reformatory School in this Presidency, the arrangements by which it was placed under the Director of Public Instruction and the rules by which it is now governed are also enclosed. A copy of the annual report of the school for 1897, referred to in the Director's letter quoted above, was forwarded with Mr. Forbes' endorsement, No. 342 (Educational), dated 8th June last.

G. O., No. 376, Judicial, dated 12th February 1883.
G. O., No. 1808, Judicial, dated 28th August 1888.
G. O., No. 599, Educational, dated 26th September 1898.

No. 11. From the Honourable Mr. D. DUNCAN, M. A., D. Sc., LL.D., Director of Public Instruction, Madras, to the Secretary to the Government of Madras, Educational Department,—No. 2866, dated the 8th March 1899.

I have the honour to submit the following report with reference to G. O. No. 622 (Educational), dated 3rd October 1898.

2. The Reformatory Schools Act vests the administration of the Reformatory Schools in the Inspector-General of Prisons. But after a mature consideration of the advantages that would accrue from entrusting the management of the Reformatory School, Chingleput—the only one of its kind established in this Presidency—to the Educational Department, the Government of Madras resolved to place the institution under the Director of Public Instruction whom it has formally recognized as Inspector-General of Prisons for the purposes of the above Act. No further proof of the wisdom of this arrangement is necessary than the successful working of the school since its institution. To this, Government has borne ample testimony in reviewing the successive annual reports thereon.

3. Among the benefits resulting from the Madras system may be mentioned the following:—

(i) *The Provision of an Efficient Staff.*—Under departmental control it has been found practicable to provide the school with a qualified and experienced staff of teachers, general and technical. The Deputy Superintendent, who is immediately responsible for the working of the school, had his status improved by being brought into the Provincial Educational Service, and the incumbent is thus eligible for promotion to higher grades as vacancies occur, without being removed from the post for purposes of promotion. Subor-

dinate teachers have an incentive to good work with a view to qualify for promotion in the department, and vacancies in the school are generally filled from among men in the department who have rendered good service in other capacities.

(ii) *Course of Instruction.*—The course of instruction is regulated by the "Madras Educational Rules," which is applicable to all recognized schools in this province, and it covers a much wider ground than that taken up by any other Reformatory School in India or Burma; the object being to give the boys a fairly good education, sufficient knowledge of a trade and sound physique. The annual reports on the school contain particulars as to the numbers of pupils who have passed the primary and technical examinations and have thus qualified for appointments in the inferior ranks of the public service.

(iii) *Moral Training.*—Moral training is treated as the most important function of this school. The course adopted is detailed in paragraph 16 of the report of 1897 (copy enclosed). In no class of institutions does moral training need greater or closer attention than in Reformatory Schools, and the introduction of the mark money system, which the rules of the institution provide for (*vide* copy of the rules), is specially intended to secure this object. Each pupil is allowed the benefit of his earnings.

(iv) *Treatment of discharged pupils.*—Another special benefit resulting from the Madras system is that pupils discharged from the school are not regarded and treated as released convicts. Reformatory boys who, as a rule, lack means and influence, find it difficult to obtain honest employment without special help, and this difficulty is a ggravated if the stigma that they were in jail follows them wherever they go. It will be observed from paragraph 28 of the annual report for 1897 that favourable reports were received of 164 out of 213 pupils discharged since the opening of the institution. The percentage of good report was thus 77, which compares favourably with the results attained by the Reformatory Schools in Great Britain and Ireland. Compared with the results of the other Reformatory Schools in India, the Chingleput School seems to be far in advance. A special advantage which this school derives from its connection with the Educational Department is that, following the practice to the English Reformatories, it has been able to enlist up to date 16 boys in the Madras Army. Encouraging reports are received of the conduct of these pupils.

(v) *Employment of passed pupils.*—A few select young men who have borne a good character in the school are trained from time to time as gymnastic instructors, or as general or drawing masters, and are employed in public or aided schools.

(vi) *Inspection by the officers of the department.*—The school is visited by me at least once a year and the inspecting officers and specialists are deputed to inspect and report on the literary and industrial sides of the institution every year, the Assistant Inspector being required to visit it twice annually.

4. Mr. Cardew, the Inspector-General of Prisons, after visiting the school in 1892, wrote as follows:—

"Visited the school this day, morning and afternoon, and was shown all parts of the institution by the Superintendent, Surgeon-Major Sarkies, and the Deputy Superintendent, and received from them full information on all matters. As I have not seen the institution before, I am unable to judge of the progress, but it was interesting to compare it with the Alipore School which I recently visited. That school is wholly under the Jail Department and is not even inspected by the educational authorities, and in this respect I think our system is immensely superior. The Alipore School is essentially a jail, whereas the one here is first and foremost a school. I saw the boys in class, at industrial work, doing physical drill and gymnastics. Their appearance was good ; and I noticed particularly their generally orderly bearing, and there was no trace of rowdyness such as I observed in a similar institution elsewhere. The physical drill was excellently done and must be a very useful training. On the whole, I think the state of the school excellent and highly creditable to its governing authorities."

Much improvement has since been effected in the condition of the school.

5. With reference to paragraph 3 of the Government of India letter No. 422 of the 15th September 1898, the Superintendent, Reformatory School, writes:—

"Agricultural training in this school has not yet been placed on a systematic basis owing to the want of a suitable instructor and suitable lands for the purpose. But the results of the industrial training in this school are decidedly better than those where the training imparted is principally agricultural. In lieu of agriculture, the boys in this school receive training in

garden cultivation; and the results attained in this direction are given in paragraph 28 of the report for 1897 under the head 'cultivation'. Several of the former pupils who follow this occupation have taken to agricultural work."

6. In paragraph 28 of the report for 1897 information is furnished as to the occupations pursued by the 164 pupils discharged from the school up to the close of that year and of whom favourable reports were received. It will be observed that 37 men were following the trades learnt in the school, 70 were following cultivation or occupations helped by the discipline and training received in the school, and 57 occupations followed prior to their entry into the school. Should the funds at the disposal of the department allow, a few more industries, such as printing and metal work, may with much advantage be introduced. This will admit of a much larger proportion of men receiving industrial instruction being employed in the trades they have learnt while in the school.

7. Full particulars regarding the occupation of discharged pupils are, and will continue to be, incorporated in the annual reports on the working of the school.

No. 12. *Extract from the Proceedings of the Government of Madras, Judicial Department,—No. 376 (Judicial), dated the 12th February 1883.*

Read the following paper:—

Report of the Committee on Reformatory Schools, to the Chief Secretary to Government, dated 26th October 1882, No. 296.

The Right Honourable the Governor in Council having been pleased (under order of Government, dated 5th May 1882, No. 320, Judicial Department) to refer to a committee the general question, whether it is necessary or desirable to bring the Reformatory Schools Act, V of 1866, into force in this Presidency, we, the committee appointed under the said order, have the honour to submit the following report on the subject.

2. The Government desire to be satisfied, in the first place, that the numerous difficulties which surround the reformatory system have been thoroughly investigated; in the next place that, having reference to the number of juvenile offenders in this Presidency, there is need for expensive effort at reformation under the system provided in Act V of 1876; and it is asked, whether the object aimed at cannot be secured at a comparatively trifling cost by the adoption of special arrangement for juvenile offenders in existing jails, as well as under the system proposed.

We are further desired to ascertain the results attained in the Alipore reformatory; and to consider whether, in carrying out the reformatory system, it would be preferable to collect all juvenile offenders in one or more reformatories, detaining them there for long periods with the object of removing them from home influences, or to have numerous places of detention in the neighbourhood of their homes.

3. There is one objection to the reformatory system not noticed in the order of Government, but which, in the year 1867,* the Government of India described as "insuperable," *viz.*, the difficulty of establishing an effectual reformatory scheme in the absence of direct religious teaching.

Difficulties stated.

4. The objections, involving matters of principle which require to be investigated, appear then to be (1) that which may be called the religious difficulty, and (2) the removal of juveniles from their homes and parents or friends; such removal adding (as in some instances it may add) the terrors of transportation to imprisonment, and involving (if it does involve) responsibility for disposal of the boys after their discharge.

It has been alleged (3) that there is no class in this country corresponding to what is known as the regular criminal class in European communities, and that the number of juveniles to whom the reformatory system would be applicable here will consequently be found to be very small. We proposed to consider this objection in connexion with the statistics available, but it involves no question of principle.

First objection—The religious difficulty.

5. Returning then to the so-called religious difficulty, we observe that the Government of India, having in 1876 passed the Reformatory Schools Act and having since then sanctioned the

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* Letter from the Government of India, Home Department, 16th July 1867, No. 2332, to the Government of Madras.

N. B.—This letter and the papers referred to at the foot of pages 9, 12, 17, 19, 21, 22, 23 and 24 have not been reprinted with the Section.

establishment of a Reformatory School at Alipore, must be taken to have satisfied itself that the difficulty was not insuperable.

It is hardly putting it too broadly to say that this objection, if valid, is equally valid against the whole system of State education in India. While the Government adheres to the principle that "no creed shall be taught in schools conducted on the principle of religious neutrality," it not only allows but directs "the great truths of religion and morality common to all mankind" to be taught in their schools.

In the standing order* of the Educational Department to which we refer, the reading books to be used in such schools are described as not only containing "lessons on benevolence, justice, truth and order," but as "inculcating the existence of a Supreme Being"; and teachers are impressed with the necessity of cultivating the moral sense of their pupils both by precept and example.

We submit that those entrusted with the charge of a reformatory will be debarred from the teaching of religious dogma only; that religious influence may legitimately be used without violation of the principle of neutrality; that morality may be taught and discipline ensured without the inculcation of any special religious tenets. The success of the scheme of Government education in this country may be taken as sufficient proof of this. Apart from religious instruction, much may be effected by moral influence and example; by teaching habits of obedience, regularity and industry; and by a judicious system of rewards and punishments. The self-respect and self-control of the boys must, as has been well said, be carefully nurtured.

Views of native gentlemen.

We think that the remarks of the native gentlemen who have favoured us wth their views are especially worthy of consideration in connexion with this part of the question. Mr. Justice Muthusami Aiyar† is of opinion that there will not be any difficulty in this respect. Mr. Pattabhiram Pillai‡ says :—"Religious instruction may no doubt have a salutary effect upon the minds of young criminals, but the absence of it cannot, in my humble opinion, undo the habits of industry that they may be trained to in a reformatory." Mr. Venkataramana Pant § says:—"It is submitted that no religious education as to temporal conduct is ever given in this country, especially among the lower classes of the population;" and "these classes," he goes on to say, "have no notion of any kind of religion whatever." He then proceeds to show that "a sense of their accountability to their Maker" might be instilled into the minds of juveniles of the class from which young criminals mostly come "by means of text-books speaking of God and His works, and of the responsibility of man to his maker." "Good religious books, without the special features of any particular form of worship, will do all that is needful in this case. Nobody can object to such books."

We consider that the Government should not be deterred from establishing a reformatory or reformatories merely on the score of religious difficulty.

Second objection—Removal of children from their homes.

6. We now proceed to the next objection—the removal of children from their homes and their separation from parents and friends. This objection has been stated with great force by Colonel Tennant:—"Where the distance is great and the climate is different, the removal to a central reformatory at Madras is open to grave objection; such a removal will practically be adding transportation to imprisonment."

One great object in the reformatory system must be to remove children from the influences of bad associates and surroundings, and even of their parents where the example of those parents is evil; and one of the first principles to be observed in selecting proper objects of reformatory treatment is (as we shall endeavour to show further on) that if a boy has parents, relatives or friends, who will take proper care of him, he shall not be sent to a reformatory. We submit that if a boy has no parents, relatives or friends, his removal will make little difference to him, while, if he has parents and these are themselves criminals, his removal will be rather an advantage than a disadvantage. It may be assumed that a boy will not be separated from his belongings unless it has been considered necessary for the child's own good to remove him. We believe that most of the children likely to be sent to a reformatory will be orphans, and that, where they have parents, separation will not be enforced, unless the parents have forfeited all claim to consideration by neglect of their duties or by having encouraged their children in crime.

* No. 49. † Appendix, page 17. ‡ Appendix, page 4. § Appendix, page 3.

We hope that in time reformatories may be established at different centres, so that boys sent to them could not with justice be said to be virtually transported, and for the present we would endeavour, by means which we shall state further on, to ensure that this shall not occur in practice. In the case of hill and jungle tribes the very greatest care and discrimination would doubtless have to be exercised by a Court which has to consider whether a boy of such a class should be sent to a reformatory far distant from his home. Indeed, it seems questionable whether such a boy would be a fit subject for a reformatory at all. We would here draw attention to the fact that, under section 11 of the Act, the Local Government can at any time order any youthful offender to be discharged from a Reformatory School, or removed from one such school to another. But further observations on this part of our subject will be more appropriate when we come to consider whether there should be only one or more reformatories.

On the whole, we would say that the removal of a boy to a distance from his home and surroundings, it being assumed that he will not be remove without very good reason, is not a valid objection to the reformatory system.

The difficulty with regard to disposal of boys on discharge.

7. It is in connexion with the subject of separation of youthful offenders from their homes and relatives that the Madras Government speaks of the serious responsibility of disposing of boys, on discharge, "far from their homes and aliens from their own friends and relations."

We hardly think that it is meant that any responsibility, whether legal or moral, exists in the case of boys discharged from a reformatory after they have attained the age of eighteen. We are all agreed in thinking that no such responsibility attaches in such a case; that the State is not bound to continue to act as the boy's guardian and to provide for his future career. It is indeed impossible that it should do so, for it is not the boy's guardian and has no longer any control over him. We apprehend that the case really in view is that in which a boy's term of detention ceases at an earlier age, when, by reason of his tender years, he may not be capable of pushing his own way.

We are not altogether unanimous as to whether or not any responsibility, in the strict sense of the word, can be said to attach to the State even in such a case. It certainly is not recognised by the Act. But we are all of opinion that, with rules to regulate the periods of detention properly framed and observed, such cases should in practice seldom, if ever, occur; and that, without reference to the question of responsibility, the Government may, by rules framed for that purpose, ensure that no boy discharged from a reformatory shall be cast adrift on the world before he is of an age to obtain his own livelihood.

Those immediately in charge of a reformatory should, without doubt, do all that can be done with a view to providing a career for each boy on his release, whether by apprenticing him under the Act, or by ascertaining in what trades, pursuits or occupations the boy's labour may be best and soonest employed. On behalf of the State which they represent it would be their duty to ensure, as far as possible, that the training given at the public expense be not thrown away. But we think that when the State has, by giving a training, industrial and educational, done its best to enable a youthful offender to provide for himself on discharge, and he is not discharged before he is of an age at which he may be fairly expected to make his own living, and when it has also, though without success, made every endeavour to provide a career for him, all further responsibility ceases.

In the special case of a boy's period of detention terminating before he can reasonably be expected to make his own living, and in the absence of parents or others willing to take charge of the boy, and on failure to provide for him otherwise, the Superintendent or Board in charge of the reformatory might be *authorized* to afford food and lodging to such boy until employment can be found for him, or until he attains a sufficient age. But such cases should rarely, if ever, occur.

As is said in one of the reports on Reformatory Schools in England, there can hardly be any better test of the worth and capacity of the management of such schools than success or failure to obtain employment for those trained in them. It may reasonably be expected that the training and education given will at least place a boy in a better position than if he had simply passed through an ordinary term of imprisonment in a jail. Assuming that the majority of such boys will have learnt at least the simple elements of agricultural labour, they could hardly fail to find suitable employment; while there is no reason to doubt that those who have acquired some industrial training—in carpentry, smith's work, cane-work and the like—would be able to secure good wages by honest labour. A good opening may be looked for in the various mills, already working or likely to be started, in this Presidency. There can

hardly fail to be a demand in such establishments for the labour of boys and young men trained to habits of obedience and industry. Emigration, too, might, in some instances, offer advantages and attractions; and there would be no objection to assisting youths, of an age competent to decide for themselves, to seek their fortunes in other countries, if so disposed. The Inspector-General of Jails, Bengal, informs us, with reference to his experience at Alipore, that "there would never be any difficulty in obtaining employment fo any of the released boys, provided they had remained long enough at the school to have learnt thoroughly any of the trades taught," a proviso which will be met by the rules which we are about to propose.

In connexion with this subject we would recommend that each boy should be credited with the value of a portion of his labour and profits in the school, to be given to him on leaving, to help him in his start in life, as well as to act as an incentive to honest work and thrift during his training. This should be in addition to the sum which, we presume, will be furnishd to enable him to return to his native place, or such other place as he may wish to settle in. This system seems to have worked well at Alipore.

We believe that any practical difficulty connected with the chance of boys being turned adrift before they are of an age to provide for themselves may be obviated. We shall endeavour to show this when treating of the age at which youthful offenders should be sent to reformatories and the periods for which they should be detained.

Can the object be secured in jails?

8. We have next to consider "whether there are objectionable features in the arrangement at present in force for carrying out in jails sentences of imprisonment passed upon juvenile offenders." In his letter recorded in G. O. dated 10th June 1878, No. 1179, Judicial Department, the Inspector-General of Jails stated what had been done towards rendering the separation of juveniles from adults in jails as complete as the then prison system would admit of, as also what had been done for the education and industrial training of youthful offenders. We will not add to the length of this report by recapitulating what is recorded in the Inspector-General's letter. He concluded his remarks by saying that "it must be allowed that the prison authorities of this Presidency have gone far to meet all that it is incumbent on the Government to undertake in this direction, under the present state of the law." Great improvements have unquestionably been made in this respect of late years, especially in Central Jails and notably in the Madras Penitentiary. And similar improvements might be made in District Jails also, irrespective of any question of establishing reformatories. But here we come to the broad question put by Government, *viz.*, "whether the object aimed at cannot be secured at a comparatively trifling cost by the adoption of special arrangements for juvenile offenders in existing jails, just as well as under the system proposed."

It is important to understand and define what the object aimed at is.

We think we cannot do better than make use of the report submitted by a committee to the Government of Bengal in 1874. That committee was appointed to consider the desirability of establishing a reformatory for the Bengal Presidency. They reported that notwithstanding that much had been done—perhaps as much as could be reasonably expected —in many jails, in regard of the first requirement—*viz.*, complete separation of juvenile offenders from adult prisoners—as also in the way of providing education and some industrial training for such juveniles, something more was required; "We want," they said, "to ensure the detention of juvenile offenders for a sufficiently long time to effect real reform in their characters." And in a resolution passed by the Government of India in December 1874 the following passage, in the same sense, occurs: "To reform juvenile offenders and to train them to lead useful lives, time and seclusion are essential; and this is an entirely separate matter from penal imprisonment."

The Reformatory Act proceeds on the same principle, *viz.*, that for a term of imprisonment there is to be substituted correctional training, and that the latter must be for a sufficiently long period to make a lasting impression on character.

The returns from the Jail Department show that out of 683 juveniles imprisoned between January 1880 and May 1882, no less than 599 were committed for terms not exceeding one year. It may be taken that at least half of these were sentenced to not more than six months. Such terms are obviously much too short to allow of any real reformatory training.

Another branch of the question is whether, in any circumstances, it would be possible to carry out reformatory work within the precincts of a prison.

Speaking on this subject at Calcutta in 1875, Miss Carpenter said, with reference to juvenile offenders confined in the Presidency Jail:—"Everything which can be done under the

circumstances is done, they (juveniles) are kept separate from adult prisoners. They are taught skilled work. In every way the officials are trying to do them good. But it is absolutely certain, it has been demonstrated in our own country (England), that no prison can ever reform children. It is impossible. If therefore, a Reformatory School is introduced into a jail, it is merely a department of the jail." On another occasion, the same lady said:—"In the first place, there should be nothing of the jail element in Reformatory Schools, except the element of detention, and that is not to be effected by walls, bolts, and bars, but only by means of moral discipline. These schools are not to be in any way like prisons."

We may also quote Mr. Beverley*:—"The object of the reformatory system is to substitute for a short term of penal incarceration a longer term of detention under milder conditions, during which the child subjected to it may be trained to habits of industry and virtue. A reformatory ought, in reality, to partake more of the character of a school than of a prison, and is so described in the legal literature on the subject of prisons; they are in England, prisons without wells and warders. The main lines on which the reformatory system has invariably been based, whether in England, America, or France, are, indeed, much the same, *viz.*, the detention of the offender for a long period of corrective and industrial training, the introduction of the family system and domestic feelings and habits into the schools, and the keeping of the offender under supervision after leaving the school by placing him out in employment on probation under license previous to final discharge." When very recently a proposal was made to create a reformatory, or something which might be a substitute for a reformatory, in the penitentiary at Madras, the Inspector-General of Jails was of opinion that, "on the whole, on principle, it would be injudicious to attempt to establish a Reformatory School within the precincts of such a place as the penitentiary."

Reasons for thinking that the object aimed at cannot be secured in prisons.

9. To admit that any further improvement in prison arrangements and a mere assimilation of the conditions of penal incarceration to a course of treatment in a Reformatory School might be as efficacious as reformatory treatment proper, would be, in fact, to admit that the Reformatory Act is based on a wrong principle, and that legislation on the subject was uncalled for.

It may be that, notwithstanding our recommendation, the Government may not feel justified in giving the reformatory system a trial, but rather constrained to be content with what is possible in the way of improving prison-accommodation for juveniles, and of giving better industrial training and education to boys undergoing sentences in jail; but we cannot think that the object aimed at, if we rightly apprehend what that object is, can possibly be attained by such a course as well as by that which we now advocate, if, indeed, it is likely to be attained at all.

We are unanimously of opinion that the penal incarceration of juveniles, either in a prison or in a reformatory attached to a prison, can never be made to fulfil the conditions or effect the objects of the true reformatory system.

It will not be out of place to notice here that, as stated by Sir Alexander Arbuthnot when moving the Reformatory Schools Bill in 1875, "this subject had, so long ago as 1861, engaged the attention of the legislature;" that in the Codes of Criminal Procedure passed respectively in 1861 and 1872, the legislature kept in view the necessity of enabling Courts and Magistrates to send juvenile offenders to reformatories; that in 1867 the Government of this presidency made a forcible representation on the subject; and that in 1875 the Government of India "had come to the conclusion that it was no longer desirable to postpone resort to legislation on the subject;" that the Act passed in consequence of that resolution has now been in force for more than five years.

The Alipore Reformatory School.

10. Under that Act a school, controlled by a Board of Management, was opened at Alipore on the 20th February 1878.

The following is a short *resumé* of the results obtained, based partly on information kindly furnished by the Inspector-General of Jails in Bengal, and partly on the official reports upon the institution for the years 1880 and 1881:—

"Accommodation was provided for 100 boys from all parts of the (Bengal) province; but lately, owing to its success, the Government have sanctioned the opening of another

* See Appendix, page 24.
"A paper read before the Bengal Social Science Association in 1878."

Reformatory School at Hazaribagh. This will be set part for juvenile prisoners of Behar and Chota Nagpur, while the Alipore School will be reserved for boys from the Lower Provinces * * * . The Alipore School has been always full, and applications from Magistrates of nearly every district in the province, for the admission of juvenile offenders, have had to be refused * * * . As yet only one boy has been admitted into the Hazaribagh reformatory, but the Government have sanctioned the transfer of 25 boys from Alipore to start it.

"The number of boys admitted at Alipore to date (1882) is 188. The number of boys discharged to date is 43. Information has been received about 33 of the discharged boys; 30 bear a good character and 3 only have relapsed."

The following table shows the details of admissions and discharges during the years 1880 and 1881:—

	1880.	1881.
Boys in the school on 1st January	96	103
Committed from Alipore and Calcutta	9	15
" from "other districts"	15	11
Recaptured	2	...
	122	129
Released on expiry of sentence	11	17
" by special sanction	2	2
Died	2	3
Escaped	3	1
Sent to a Magistrate for trial	1	...
	19	23

The average number in school was 85·67 in 1879, 98·32 in 1880 and 102·36 in 1881.

In the same three years the cost of dieting per head was reduced from R30-7-3 to R28-8-7 and R25-12-10.

The cost of the fixed establishment varied from R6,882 in 1879 to R8,282 in 1880, and R8,133 in 1881. The increase was in the salary assigned to the Superintendent.

In the same three years the aggregate cost rose from R11,428 to R13,100, but again fell to R12,452. The rise was due to the cause just mentioned. These figures given the cost per head in the three years respectively as R133-5-6, R132-5-7, and R122-1-1.

The net profit on manufactures in 1879 was only R1,851, but it rose in 1880 to R2,538, and to R4,993 or very nearly R5,000 in 1881.

Thus each successive year shows a considerable decrease in the cost per head and increase in the profits,—a result which might reasonably be expected in the first few years of the experiment.

In paragraph 7 (*ad finem*), we recommended that each boy should be credited with a proportion of his earnings, and we stated that this system had worked well at Alipore. It is described as follows by the Inspector-General of Jails, Bengal, but in quoting his description we must not be understood to imply that we would adopt the system in its entirety. This, however, will be a question to be dealt with by the Board of Management after the establishment of a reformatory has been sanctioned: —

"Under the mark system the boys may earn by good conduct, attention at school and good workmanship at the trades, one anna a week, half of which they have the option of spending on sweetmeats, etc., and the balance is deposited for them in the local Savings Bank; so that well-behaved boys can thus earn 2 annas a month or R1-8-0 a year. On the recommendation of the Superintendent, the Board have further sanctioned 4 annas a week to deserving boys who excel in good workmanship, who give extra work, and who exert themselves in teaching other boys. This is debited to 'Manufacture,' and being in addition to the money earned for marks, a boy may make as much as 1¼ rupees a month or 15 rupees a year. Hence a boy whose sentence is five years and who earns during the last two years R15 can take with him on his release about R30 or more; and a boy whose sentence is seven years may accumulate as much as R70, while one who has earned nothing during a stay of four or five years is not likely to profit by any gratuitous help."

11. We will now consider the questions, " Who are the most proper subjects for reformatory treatment ? " and " For what periods is it desirable that those sent to such schools should be detained, so far as the Act allows of the exercise of discretion in this respect ? "

Suggestions as to what boys should be sent to reformatories.

The legislature, after full consideration, resolved to leave it to the discretion of the Courts to decide who are proper " persons " to be inmates of such schools. But we think it very desirable that there should be some authoritative exposition of the principles which the Government would wish to see applied in the matter; and it may be assumed that those, to whom is entrusted grave responsibility and a very large discretion in the matter, will be only too glad to have such a guide. These principles, moreover, will materially affect the number of boys who may be expected to be sent to such schools, as well as the question whether the number of juveniles whom it may be dersirable to send to reformatories is or is not sufficient to call for experiment in this direction.

We offer the following suggestions, based on the opinions of persons who have had practical experience of the system :—

(1) The most proper subjects for reformatory treatment are those boys who are without proper parental or other control, and who have committed an offence or offences against property.

(2) As a rule, no boy should be sent to a reformatory on a first conviction, unless there is reasonable cause for supposing that he is being trained up to, or likely again to lapse into, crime.

(3) As a rule, it is not desirable to send boys to reformatories before they have completed their ninth or after they have completed their thirteenth, at all events their fourteenth, year of age.

(4) Habitual juvenile offenders ought to be committed (if at all) at an early stage in their career, being less amenable to reforming influences as they approach the age of sixteen.

(5) No boy should be sent to a reformatory if he is subject to any defect or infirmity, whether mental or physical, such as would permanently incapacitate him from learning an industry taught in the reformatory.

(6) No boy should be sent to a reformatory who has been convicted of an unnatural offence, or of gross indecency indicative of habitual immorality.

As to the first and second of the above suggestions, we have touched upon the subject of parental control, or the absence of it, elsewhere; the second part of the first suggestion hardly requires comment.

In respect of the third suggestion, it is found that boys under nine years of age are too young to profit much by strict discipline or be trained to industries; and in so far as this and the fourth suggestion apply to older boys, experience shows that, as it is inexpedient to attempt to train boys before they are old enough, so it is not desirable that commencement of the training should be deferred too long.

It should be here stated that our President does not altogether approve the fifth suggestion.

12. It will be seen that the possibility of " habitual criminals," " hardened offenders," or whatever they may most appropriately be styled, being sent to reformatories, is recognised in the above rules. We would not say that in no case are such offenders to be given a chance in a reformatory ; and, whatever opinions might be held on the subject, nothing could prevent a Court from sending such an offender to a reformatory. We would, however, suggest that the earnest attention of Judges and Magistrates be directed to the following remarks on the subject:—

Habitual criminals.

The members of the Prison Conference, which sat at Calcutta in 1877, were of opinion that " confirmed and hardened offenders, and boys convicted of certain crimes, should not be sent to reformatories, since they would be likely to contaminate others; " and Lord Northbrook, when Viceroy, stated it as his opinion that " it would be hopeless to expect the Act to work properly, if these institutions were started by filling them with boys already four or five times convicted, and whom there would be little chance of reforming."

We would, however, submit, with all deference due to so high an authority, that the number of previous convictions is not always the best test of " moral depravity " in a boy, nor

a sure guide as to whether it may or may not be desirable to give him a chance of reformation; nor does it follow as a matter of course that such a boy is most likely to corrupt others.

Whether a boy is or is not a hardened offender, unlikely to be reformed and almost certain to contaminate others, will probably be best ascertained by observance of his conduct in the reformatory; and we would suggest that all boys, when first admitted, should be kept under a stricter discipline and surveillance than afterwards, and should not be admitted to unrestricted communication with the others, until they have passed through a probationary stage.

It will always be open to the Government to direct under section 11, clause (*b*) of the Act that any youthful offender be discharged, and, if discharged, that he undergo, the residue of his sentence. The Government will thus be able to get rid of those found to be incorrigible and likely to contaminate others.

With reference to the proviso as to the residue of the sentence of a boy so discharged being undergone, it will be desirable for Courts and Magistrates, in sentencing juveniles whom they intend to send to a reformatory, to bear in mind this possibility, and not to pass a shorter sentence than they would have done had they not been sending the offender to a reformatory. It seems only right that a boy, discharged from a reformatory as incorrigible, should not go without an amount of punishment adequate, as far as possible, to the offence of which he was convicted. In practice, six months or a year will probably be ample time to show whether a boy has a fair chance of profiting by detention in the school or not; but, as we shall presently show, the period of *detention* ought to be fixed (subject to the possibility of the order for detention in a reformatory being cancelled by reason of the boy's unfitness to remain an inmate) with reference to considerations wholly apart from those which may determine the length and nature of the *sentence* to be awarded.

Periods of detention.

13. As to the minimum periods for which offenders should be detained, rules submitted by the Bengal Government were approved by the Government of India in 1878. These will be found printed on page 22 of the Appendix to this report. They are published in the *Gazette of India* dated 16th March 1878, page 132. Understanding that the Alipore Board of Management had recommended the revision of these rules, we wished to ascertain in what respect they had been found defective. But it appears from the resolution passed upon the report for the Alipore School for the year 1881 that the Government of Bengal has resolved not to recommend the alteration of the rules. We have not been able to obtain a copy of the resolution containing the reasons for that decision.

The rules sanctioned for Bengal are, by the notification of the Government of India, confined to the territories subject to the Lieutenant-Governor of Bengal. We have to consider whether we should recommend that these rules be made applicable to this presidency. If not, whether any rules having the force of law under the Act are required, and if so, what.

The effect of the rules sanctioned by the Government of India is, (*a*) that in the case of a boy sent to a reformatory on a first conviction, if the boy is under ten years of age, he shall be detained for not less than five years; if he is over ten years of age, for not less than three years; (*b*) that in the case of a boy convicted a second time of "a similar offence", if under ten years of age, he shall be detained for not less than seven years, and if over ten years of age, for not less than five years; (*c*) that in the case of a boy ordered, on a first conviction, to be detained in a reformatory, such boy, (1) if he belongs to a criminal tribe, (2) or if either of his parents is an habitual criminal, (3) or if he is destitute, (4) and (or?) if the offence of which he is convicted is one arguing great depravity, *may* be treated as if he had been before convicted of "a similar offence," in which case, if under ten, he must be detained for not less than seven years, and if over ten, for not less than five years.

We think that objection may be taken to these rules on several grounds. In our opinion, it is not desirable to make the length of the term of detention depend on whether a boy is sent to a reformatory on a first or subsequent conviction, or whether he belongs to a criminal class, or on the nature of the offence; that the term of detention should not be regulated with reference to the amount of punishment which would have been awarded if the boy had not been sent to a reformatory, but rather with reference to the following considertion—what length of time is required to effect a real reformation in the boy's character, to give him an educational and industrial training that will be of real service, and to ensure that he shall not be thrown on his own resources before he is able to provide for

himself. Under the rules in force in Bengal a boy sent to a reformatory on a first conviction need not necessarily be ordered to be detained for more than five years; if under ten years of age when he first entered, he would be hardly old enough when discharged to make his own way; and if sent to a reformatory when only just over ten years, a boy might be out again when little more than thirteen.

We think that the first consideration should be, what boys are to be taken to be the most proper subject for reformatory treatment, and then that for whatever reasons selected, and whether sent on a first or second or subsequent conviction, the term of their detention should be fixed with a view to their not leaving the school until the treatment has had time to effect a radical change in their habits, and until they may be of age at which they may be fairly expected to provide for themselves. It seems to us that boys who have completed their sixteenth year may, for all practical purposes, so far as providing for themselves goes, be considered to be of mature age.

It is true that according to the law now in force the general rule is that minority does not cease till completion of the eighteenth year. But the Majority Act has reference more particularly to legal capacity. Up to the year 1875 minority of males was, both by the custom of the country and by decisions of Courts in accordance with such custom, taken to end with completion of the sixteenth year.

Youths in this country are generally married before they have attained the age of sixteen; and we think we may safely say that they are generally not only regarded as capable, but are capable, of conducting most of the ordinary business of life. This would be more particularly the case with boys of the class likely to be sent to reformatories, and with reference to the sort of work they might be expected to have to do, and the position they might hope to fill on release. For a year or two before they attain the sixteenth year, boys usually receive full wages for their labour on farms and in the fields.

We are, therefore, of opinion that in every case, and irrespective of the nature of the offence and number of convictions, the period of detention should be fixed (as far as this is possible without exceeding the maximum allowed under the Act) so as to ensure that a boy be not released until he approaches the completion of his sixteenth year.

A boy of nine would then, as a rule, be committed for the maximum period of seven years, and we have already stated that in our opinion boys under the age of nine should not, as a rule, be sent to reformatories at all.

If the Government thinks it desirable that rules should be framed under the Act, prescribing the minimum periods for which juveniles should be detained, we are of opinion that the minimum periods prescribed in the Bengal rules in the case of first convictions of boys, whether under ten or over ten, are not sufficient, but that the rules should be framed on the principles above enunciated.

Is there sufficient "material" for a reformatory?

14. We will now revert to the third objection stated in paragraph 4, *viz.*, whether "there is no class in this country corresponding to the criminal classes" in Europe; or, as the objection has been stated elsewhere, whether the number of youthful offenders who might with propriety and advantage be sent to reformatories is, in this country, so small as not to make it worth while to establish such institutions. We believe this will be found not to be the case. If the number is small the expense to be incurred will not be so great.

Some remarks "on the absence in this country of anything corresponding to the regular criminal classes in European cities" are made in the "Note on Jails and Jail Discipline in India, 1867-68 (selections from the records of the Government of India, Home Department, No. LXXII);" but these remarks are of a very general character, and are, we think, open to question in many respects. On the other hand, in 1875 the Government of India concurred with the Government of Bengal in thinking it desirable to start a reformatory in or near Calcutta for juvenile offenders convicted in and around that city; and, as we have shown elsewhere, the results appear to have justified the experiment, and it has been found necessary to open another school for Behar.

While it is alleged by some that there are no criminal "classes" in this country, or next to none, others again say that there are whole tribes or classes in which criminal propensities are so ineradicable that it is useless to try to reform them, and that the residue, deducting these, is so small that it is not worth while to open a reformatory.

If no boys of such tribes or castes as the Kalla, Korava, Marava, Yerukala, Yênâdi, and such like are ever to be sent to a reformatory, the number of juveniles for whom provision would have to be made would be considerably diminished. But, judging from what appears

from the police statistics as regards the caste of adult offenders, the proportion of those belonging to the castes and classes above specified is not very great.

Out of the 10,171 persons convicted in 1881 of ordinary thefts, no less than 4,848 were Hindus of castes other than Brahmins, Rajputs, Komaties, and others, or speaking generally were Sudras; 2,037 were Pariahs and 402 were Mussulmans—total 7,289; or more than two-thirds of the whole. Of the remainder there were—

369 Maravas and Kallas,
113 Yênâdis,
123 Koravas and Yerukalas,
416 "Other local criminal tribes,"
18 "Other wandering criminal castes,"

1,039

or little more than one-tenth of the whole, and we have reason to believe that the proportion of juvenile convicts of these classes would be very much less. It can only be an assumption that no boy taken from such castes can possibly be reclaimed. It was thought at one time hopeless to attempt to reform young London thieves; experience has shown that it is quite possible to train them to lead honest and useful lives.

We would not say that boys of the castes or classes above mentioned should never, under any circumstances, be sent to a reformatory; but we may assume that Courts and Magistrates would very soon cease to send such, if experience showed reclamation of this class to be invariably and altogether hopeless. And even if it were a fact that the case of these "criminal castes" is hopeless, that does not appear to be a good reason for not giving to others a fair trial.

Jail statistics.

15. The statistics required by Government in regard to male juvenile offenders in jails compiled under the orders of our President appear * in the appendix attached to this report. The Act not applying to girls, the tables contain information as to boys only. These returns show that between the 1st January 1880 and the 31st May 1882, there were admitted into central and district jails 683 male juveniles, being in the proportion of 2·21 per cent. to the total male convict population, the latter being 111,203.

Of these 683 male juvenile offenders—

64	were under	10 years of age.
149	between	10 and 12 years of age.
263	"	12 " 14 "
207	"	14 " 16 "
683		

As regards previous convictions—

1	had been previously convicted	seven times.
1	" " "	six "
5	" " "	five "
26	" " "	four "
41	" " "	three "
79	" " "	twice.
167	" " "	once.
363	had not been previously convicted.	
683		

The number of juveniles sentenced to terms of imprisonment not exceeding—

one year was	599
over one year, but under two	63
over two years, but under three	27
over three but under five years	19
over five, but under ten	9
over ten years	6
	683

* Appendix, pages 28 to 33.

No less than 573, out of the total number 683, were convicted of offences coming under the definition of theft and house-breaking, 7 of murder, 8 of culpable homicide, 2 of assault, 14 of gambling and the remainder, 79, of "other offences."

As to the mode of livelihood of these boys, 68 are entered as "beggars and vagrants," 399 as "coolies," only 5 as "habitual thieves," 16 as cultivators, the rest respectively as weavers, bricklayers, carpenters and blacksmiths.

It must be admitted that these returns do not afford much useful information as to the boys' "mode of livelihood." The jail returns can only be based on what appears in the Magistrate's or Court's calendar; the offender's own account of his mode of livelihood is usually accepted by a Court. Out of the 400 boys who work for hire when they can get work, it is not impossible that a good many, when they cannot get work, provide for themselves by practices not strictly honest. It is simply incredible that out of all these boys only five could properly be described as habitual thieves. Lastly, as regards the weavers, bricklayers and others, it is not improbable that the boy's caste has been taken, and it has been assumed that he follows the trade usually followed by such caste, which may or may not be the case.

The jail statistics are, however, in another important respect insufficient for our present purpose. They show only boys admitted into central and district jails; they give no account of those who underwent short sentences in subsidiary jails, or of those who were whipped and let go.

Police statistics.

16. Turning to the criminal statistics submitted by the Inspector-General of Police with his annual administration reports, we find the total number of male juveniles convicted of offences under the Indian Penal Code and the class of offences of which they were convicted. We have selected the past three years, 1879, 1880 and 1881. The first of these three years is perhaps hardly normal, being too little removed from the years of famine disturbance; but the two latter years may be taken as fair samples.

The total number of male juveniles convicted of offences under the Penal Code was—

in the year 1879	1,613
" 1880	1,260
" 1881	1,195

The appendix contains statements showing the number of male juveniles convicted in each of these three years of offences, the nature of which we assume to be such that a Court might with propriety consider whether it might or might not be desirable to order the offender to be detained in a reformatory. It will be seen that this question might have arisen in regard to not less than 1,428 in 1879, 1,053 in 1,880 and 1,025 in 1881. The proportion of those convicted of theft and of criminal trespass for commission of serious offences by day or night is very striking.

Adhering to the principle we have stated elsewhere, *viz.*, that it is in cases of convictions of offences against property, or against property and person combined, that juveniles may most properly be subjected to reformatory treatment, we conclude that there will not be in any year less than 1,000 boys, any of whom a Court might think a proper subject for such treatment.

Allowance must be made for the case of boys above thirteen; for those whom it might appear unnecessary to send to a reformatory on the grounds that they have parents willing and fit to take care of them; that it is a first conviction; and so on. But a very small precentage on the convictions would in the course of a very few years fill a reformatory capable of holding only 100 boys. Assuming that boys would be detained for sufficiently long periods, the number or vacancies would be very small as compared with the admissions; and if only 5 per cent. of those convicted were sent as "proper persons," such a reformatory would be full in a couple of years.

The population of the Bengal Presidency is about 64,000,000, that of this Presidency is about 31,000,000. Already in the course of three years it has been found necessary to open a second reformatory in Bengal, leaving that at Alipore to supply the wants of a Province containing about 36,000,000. We have no reason to suppose that crime in Bengal is in excess of that in Madras in proportion to population. It follows, therefore, that the Madras population would easily fill one reformatory on the scale of that at Alipore. We have already mentioned that many applications made by Magistrates for admission of boys to the Alipore School have been refused.

Proposal that at first boys should not be sent to the reformatory recommended at Madras, except from certain selected districts.

17. We propose, however, that at first boys be selected only from the Tamil districts. It has to be seen what the proportion of male juveniles convicted in these districts bears to the total. Reference to the statement printed at

page 33 of the appendix shows the number of male juveniles convicted under the Penal Code in these districts to be as follows :—

Madras town	176
Chingleput	72
South Arcot	29
Tanjore	67
Trichinopoly	37
Madura	85
Tinnevelly	60
Salem	41
Coimbatore	51
Half of North Arcot (say)	45
TOTAL	663

Eliminating those convicted of offences omitted from our statement* No. ——— the number of those from whom selection might be with propriety made would have been, in the year 1881 $(\frac{663 \times 1000}{1195}) = 555$. Here, again, allowance must be made for those whom Courts would not commit except in special cases.

We are, however, of opinion that Courts and Magistrates, if a reformatory were in existence, would find it advisable to send a much larger percentage of juvenile offenders to such an institution than we have above taken. Experience alone can show which view is right, and we think it very undesirable that the Act should be allowed to remain inoperative on the assumption that even a small reformatory would not be filled, seeing that, if the first experiment is made on a small scale, the expense cannot be great, and the scheme can be abandoned if it is found to be not required.

"Possible" juvenile offenders; boys living on chance, or by habitual theft.

18. It seems necessary to take some account not only of those actually convicted, but of "possible" offenders, to have reference to what is likely to be the future career of boys living on chance or by habitual theft. Mr. Nicholson, Sub-Collector, Coimbatore District, had, before he was aware of the order of Government on which we report, endeavoured to get statistics affording some idea of the number of possible juvenile offenders, and tracing the career of those who, having been convicted as juveniles, have within the last few years become adults.

Mr. Nicholson, who takes the greatest interest in the subject, and for whose papers† communicated to us we are much indebted, succeeded in obtaining returns from the towns of Madura, Salem, and Trichinopoly only. We have not printed these returns as they are not official, but we give a summary of the results.

Making due allowance for the fact that it is the police who describe so many of the boys as habitual thieves and pickpockets, we entertain no doubt that not only in the towns above named but in all large towns there must be a considerable number of male juveniles habitually living by theft.

In Salem town out of 54 youths under the age of 18, who have been convicted once or oftener since 1878 of offences against property, 29 have no parents ; 16 of those were under 13 years of age (in 1882) ; all are described as known to the police as bazar thieves or pickpockets. There are also, it seems, 20 boys under the age of 15 known to the police as living by begging, their parents being in all cases (except two) dead. In Madura town 88 boys, once or oftener convicted since 1878, are returned as known habitual bazar thieves or pickpockets ; 21 of them had no parents. In Trichinopoly there are 49 such boys. In many cases it is reported that these boys are deliberately employed by adults to pursue this vicious mode of life. The Superintendent of Police, Trichinopoly, has favonred us with an interesting account of a waif, who lately, on release from the Trichinopoly Central Jail, implored that he might be saved from having to return to a life of crime and slavery under a renegade Koravan turned Mussulman, who had before employed him as a railway thief, and who was waiting to get hold of the boy as soon as he came out of jail.

Whether there should be one or more reformatories.

19. We proceed to consider the question put in the third paragraph of the G. O. dated the 5th May 1882: "whether it would be preferable to collect all juvenile offenders in one or more reformatories" * * "or to have numerous places of detention for such juveniles in the nearer neighbourhood of their homes."

* Appendix, page 33. † Appendix, pages 5 to 12.

We are agreed on the following principle : that it is desirable in every way that Reformatory Schools should be, as much as possible, disconnected from jail management; that they should not be attached to jails and should have as little as possible in common with jails. On this ground we think it would be desirable not to locate such schools up-country, even in places otherwise eligible, where there may be large centraljails, such as Coimbatore and Trichinopoly. There is much to be said in favour of such places as Ranipet, Pallavaram, Arkonam, and perhaps Erode.

The conclusion however at which we have arrived, not without much deliberation, is that it will be better to start one reformatory only and to locate it in the vicinity of Madras.

Mr. Justice Muthusami Aiyar gives, as one of the principal reasons for recommending that the Act be not introduced at present, the necessity of having at least five or six Reformatory Schools. We certainly are averse from beginning with so many schools, but we do not agree that this is a sufficient reason for putting off indefinitely all attempt to try the system. We concur, however, with the Right Reverend the Bishop of Madras that it will be desirable eventually to have at least one reformatory in each of the great divisions into which the Presidency naturally falls with regard to language.

Appendix, page 16.

Appendix, page 1.

Where the first reformatory should be located.

After full consideration then we recommend that an experiment be made in the first instance with one reformatory only, and that it be located in the vicinity of the Presidency town. Among other reasons for selecting Madras we may give the following, which were stated by the committee on reformatories in Bengal as reasons for commencing with the first reformatory in or near Calcutta: " for the sake of the more efficient supervision to be obtained thereby, and for the greater facilities which exist for providing employment for the juveniles." It is probable that a considerable proportion of the juveniles to be sent to the reformatory will be boys of the City of Madras. But the reason which has had most weight for us is that we wish the reformatory to be under a board of management rather than a committee of visitors, and that it will be very difficult to find a sufficient number of competent gentlemen in any up-country station.

To meet the objection as to distance and climate, and as to sending youths to a strange place and among strangers not even speaking the same language, and also on account of the difficulty of instructing the boys in more than one language, we should wish to see only boys from the Tamil districts (and perhaps Tamil-speaking boys from those districts in which this and another language is spoken) sent to the Madras reformatory. That is to say, boys should not be sent from other districts than the following:—

Madras town,	Madura,
Chingleput,	Tinnevelly,
South Arcot,	Salem,
Tanjore,	Coimbatore,
Trichinopoly,	

and the Tamil taluks of North Arcot.

It is possible, however, that, even with these limitations, it will be found necessary to teach Telugu as well as Tamil. There will be no difficulty in procuring subordinate teachers capable of giving elementary instruction in both languages, but it will not be so easy to find a competent superintendent or master with a knowledge of both. If this difficulty can be overcome the neighbouring Telugu districts might be included; at all events the rest of North Arcot, Cuddapah and Nelore, the population of which is about 3,000,000.

In either case we do not think that valid objection could be taken on the score of removing juveniles to strange and too distant places. With railways over the greater part of the southern and south-western districts, distance ought be considered rather with reference to time than to miles. Relatives and friends should also be allowed to visit the boys and to communicate with them in writing, subject to necessary restrictions.

No doubt if the Act were once introduced and a school established, a court or magistrate might, if so advised, send an offender from any district, but if the wishes of the Government were expressed in accordance with our suggestions, and the reasons for the limitation understood, it may safely be assumed that boys would not be sent from districts other than those selected to begin with.

Site.

20. Assuming that the school is to be located in the vicinity of Madras town, we have to consider objections taken to some sites in that neighbourhood. The Board of Revenue, concurring with the Superintendent of the Government farms and with the Director of Public Instruction, has expressed a decided opinion against having it near, or at least in any way connected with, the Government farm. We agree generally in this view; but the objection does not seem to apply to the site on the opposite bank of the Adyar river.

The site of the old Guindy jail has advantages, and the buildings might be utilised with economy, but there is the objection that it was a jail once, and, as before said, it seems desirable that no prison associations should be connected with the school.

Kilpauk has been suggested as a suburb in which a suitable site might be found, and it seems free from objection if a sufficient area of land can be acquired there. We consider it essential that every boy should be employed on some out-door labor during a portion of the day. It is desirable that the school should not be too near a town or bazar to tempt the boys to break bounds; and at the same time it should not be too far from the quarters inhabited by the European and Native gentlemen whom we wish to see on the board of management, and others who might take an interest in the experiment.

It is not easy to indicate precisely a site possessing all these requirements. We must admit that we are not in a position to make any decided recommendation in favour of any particular site, but we retain our opinion that the school should be located in the neighbourhood of the Presidency town.

Whether the reformatory should be under a board or a committee of visitors.

21. It rests with the Government to decide whther a board of management, or a superintendent and a committee of visitors, should be appointed for the control and management of the school.

We are of opinion that the appointment of a board of management is preferable to that of a superintendent and a committee of visitors.

A superintendent would virtually have the whole management of the institution in his own hands, subject to the control of the Inspector-General of Jails; the committee of visitors cannot do more than make suggestions for the consideration of the Inspector-General of Jails. Having more real power, a board of management would probably take a greater interest in the school and feel themselves under a more real responsibility, and it appears that a board of management has worked well at Alipore.

We have had under consideration whether a board of management so constituted as to fulfil the requirements of the Act, and likely to work well, could be obtained in Madras. It would be invidious and perhaps unbecoming to give the names of those from among whom, as it appeared to us, selection might be made, but we think there would not be much difficulty in securing the services of enough and competent gentlemen, both English and Native.

22. A building on the plan* submitted by the Government Architect appears to be suitable, but we would suggest the addition of a block to accommodate, say, fifteen boys, in which new comers might be kept during the probationary stage, and in which refractory boys migt be confined.

Cost and establishment.

23. The cost of the establishment required may be estimated somewhat as follows:—

	Rs.	
One head master on	200	per mensem.
One deputy master on	75	,,
One native doctor	25	,,
One writer	20	,,
Three teachers	50	,,
Three industrial teachers	60	,,
Peons	70	,,
Inferior servants	70	,,
TOTAL .	570	

The annual cost, then will be Rs. 6,840. The food and clothing of each boy may be taken as Rs. 5 per mensem, or Rs. 6,000 per annum for 100 boys—giving a total of Rs. 12,840.

* Attached to the appendix.

Against this must be set off the cost of each boy had he been sent to jail. Deduction must also be made on account of the boys' earnings, the profit on their labor. The net profits at Alipore have risen from Rs. 1,850 in 1879 to nearly Rs. 5,000 in 1881.

24. We would call the head of the school "the master" rather than by any other name more suggestive of jail management. As to whether the master should, in preference, be a European, a Eurasian, or a Native; maintenance of firm, though kindly, discipline would perhaps be more likely secured under a European master; but it is absolutely essential that the master should possess not only a thorough knowledge of the native language, but also real acquaintance and sympathy with native modes of thought and ways, and these requisites a native would naturally be more likely to possess. In the selection of the teachers your committee would be inclined to prefer those of the lower castes, and perhaps for choice native christians. The great majority of the boys will almost certainly be of the lower or lowest castes and classes, and we incline to think that teachers of the class we suggest would find it more easy to sympathise with the boys they would have to deal with, and take more real interest in the attempt to raise the moral tone of pupils of low caste and social standing than would perhaps be possible for teachers of the higher castes.

Trades, etc., to be taught, and education to be given.

25. It is essential that the elements of gardening and agriculture should be taught to all the boys. The trades taught should be carpentry, blacksmiths' and tinsmiths' work, and perhaps cane-work, weaving and book-binding. And, as far as possible, each boy should be taught the industry principally practised in his caste.

Education proper should be confined to sound elementary teaching of the simplest character in the vernacular. The readers used should be those of the Madras Christian Vernacular School Book Society. But perhaps in time it will be desirable to provide a special series of primary readers for reformatories.

The rule for the management of the Alipore school, as well as those laid down for the Hazaribagh Reformatory (which is under a superintendent and committee of visitors) will be found in the appendix.*

The former have been found to work well at Alipore. If the Government accept our recommendation in favour of a board of management, the Alipore rules may be adopted in the main.

We do not think it necessary or desirable to go into further detail in this respect. We have† elsewhere stated that we would not adopt the system of rewards and punishments in force at Alipore in its entirety.

We submit, too, that the hours of work and school appear to be somewhat too long, and we are of opinion that boys should not go to work in the early morning without some food. From six in the evening to nine o'clock next morning is, we think, too long for boys to be without food. We find, too, from information furnished to us from Alipore that last year it was found necessary to give the boys in that reformatory a light meal in the early morning before commencing work.

Caste.

26. We are not apprehensive of any difficulty arising from matters connected with caste. It is found practicable to obviate or meet such difficulties in jails, and, as before said, the majority of the boys will be of low caste or no caste at all.

Summary of opinions given by gentlemen consulted.

27. This report would not be complete without acknowledgment of the communications received from the several gentlemen who have favored us with their opinions. Of those communications we proceed to give a summary. To the views stated therein we have endeavoured to give our best attention; most, if not all, of the opinions given and arguments used have been noticed in the course of our remarks. We should state that the gentlemen who are of opinion that it is not desirable to give the system a trial on the ground that there are not enough juvenile criminals to justify the experiment had but the scantiest figures before them on which to form their opinion.

The Right Reverend the Bishop of Madras‡ considers in the first place the question where reformatories, if established, should be located; next, the qualifications which the staff of teachers should possess; and lastly, the nature of the instruction in moral and religious subjects which might be imparted to the inmates. We have already stated our concurrence in his view that eventually at least one reformatory will be required for each

* Pages 34 to 42. † Paragraph 10. ‡ Appendix, page 1.

of the great divisions of the presidency in which a different language is spoken. We fully concur also in what is said as to the success of the experiments depending to a very great extent on "the character and qualifications of the persons with whom rest the discipline and the instruction, the moulding of the boys characters, and the forming of their habits". As to the character of the moral and religious instruction which may be permitted, we have expressed our views in paragraph 5 of this report.

Mr. Justice Kernan * says :—"I am glad to see that there is a good prospect of the system being put in force in Madras. Ever since I came to India I have endeavoured to press the subject * * and I have no doubt vast good will be done if a trial is made."

Mr. Justice Muthusami Aiyar † states that he "most earnestly desires to see our juvenile offenders brought under the influence of the reformatory system," as that system has been found to work well in England, on the Continent and in America; and is of opinion that, if practicable, it would be much better to have reformatory schools than juvenile wards in existing jails. But, assuming "the question really before the committee to be, not the abstract question whether correctional training is not a better substitute for prison labor," but the narrower one, whether, having regard to the number of juvenile offenders in this presidency, and to the social and other difficulties which surround the reformatory system, it is expedient to introduce Act V of 1876, he is of opinion that if the Act is to be introduced it will be necessary to have several reformatories; that is in addition to the one at Madras, one in the south, one or two on the west coast, and two in the northern districts. Briefly stated, the reasons for this conclusion are that the people of the country are much attached to their homes, averse from sending their children to distant district, and strongly imbued with the spirit of the ancient family system prevailing among the Hindus : that parents and relatives would therefore feel it grievous to see their children sent from one end of the presidency to the other ; and that the boys should at the end of the term of detention be discharged in the neighbourhood of their own homes, and trained to earn a livelihood in their own districts.

Mr. Justice Muthusami Aiyar came to the conclusion upon the figures available to him—that is the figures given by the Honourable A. J. Arbuthnot in introducing the Reformatory Bill—that there would not be a sufficient number of juvenile offenders to fill "each reformatory." In the result he seems to think that, by providing separate and improved accommodation for male juveniles in connection with existing jails, enough may be done "to satisfy, at all events for the present, the requirements of this presidency." He further speaks of the necessity of Government finding employment for boys removed from their homes, and who may be too young, when dismissed, to take care of themselves as another reason for hesitating to try the experiment.

We have already expressed our obligations to Mr. Nicholson whose papers are printed at pages 5 to 12 in the appendix. He is a firm believer in the efficacy of reformatory treatment, and most anxious that the system should be tried by the Madras Government.

Colonel Weldon, the Chief Presidency Magistrate, is "not satisfied that sufficient grounds appear for incurring such a grave responsibility on the part of Government, the ultimate disposal of the youths being at least as serious a question as the necessity for State interference in the first instance." He adds, however, that his answer to the general question "must of course be subject to the result of investigation of the several points indicated" in the order of Government.

The Honourable Mr. Sheshiah Sastri ‡ is of opinion that, excluding what may be called criminal tribes, the number of juvenile criminals is too small to make the system worth a trial ; he is of opinion that it is perfectly hopeless to attempt to eradicate criminal propensities from boys of such tribes as the Chentsus and Yerukalas.

The other two native gentlemen who have favored us with their opinion § are strongly in favour of giving the system a trial.

Mr. Symonds, the Superintendent of the Madras Penitentiary, thus expresses his views :—"The first thing that strikes me as not a little remarkable is that, although the principle of the reformatory system has long ago passed from theory into practice admitted to have borne good fruit, a committee is about to sit for the settlement not merely of details preliminary to giving effect to the Reformatory Schools Act of 1876, but in reality to re-open

* Appendix, page 2. † Appendix, pages 15 to 17. ‡ Appendix, page 17. § Appendix, pages 2 and 4.

a question that has now been discussed in all its bearings and local aspects for the last twenty years." He very strongly advocates * the establishment of a reformatory school at once.

On the other hand Major Macleod, the Superintendent of the Vellore Central Jail, another officer of much experience in such matters, is on the whole averse from trying the experiment. He refers to the immense area of this presidency ; to the paucity of juvenile criminals; to the fact that there is in this country no criminal *class* to work upon (saving perhaps in the presidency town), such as there is in England. He draws a distinction between the reformation of the criminal classes as such, the reclamation of the masses on the one hand, and the removal of a comparatively small number of youths from evil associations on the other. He also refers to difficulties connected with caste, and with the ultimate disposal of the boys. But it appears to your committee that Major Macleod himself states a very strong case indeed in favour of the course which they would advocate when he says that not only does a few months imprisonment in a jail neither reform nor improve a youth nor create a wholesome dread of such a punishment, but that he is satisfied that in many instances " it would have been far better for the lad had he never been sent to such a place."

T. E. TENNANT,
Inspector-General of Jails, President.

H. D. CLOETE,
Inspector-General of Police.

H. B. GRIGG,
Director of Public Instruction.

E. F WEBSTER, C.S.
P. P. HUTCHINS, C.S.
F. BRANDT, C.S.

ORDER.—The paper read above embodies the very interesting report of the committee appointed in May last (G. O., 5th May 1882, No. 320, Judicial) to consider the necessity or desirability of applying the Reformatory Schools Act (V of 1876) to the Madras Presidency.

2. After discussing the several objections which have suggested themselves in regard to (1) the religious difficulty, (2) the removal of children from their homes and (3) the disposal of boys on discharge—none of which, it is believed, need interfere with the proposed establishment of schools under the Act—the committee express a decided opinion that the object to be aimed at, *viz.*, reform by a long period of correctional training, cannot be attained in prisons or reformatories attached to prisons.

3. They therefore propose that the Act should be brought into force at once, but that, in the first instance, only one reformatory school should be established in the neighbourhood of Madras, to which juvenile offenders should be sent from certain stated districts, leaving it open hereafter to establish similar schools in other divisions of the Presidency. The arrangements proposed with reference to the location and erection of buildings, the cost of establishments, methods of management and education are then gone into ,and the principles enunciated on which the rules necessary under the Act should be framed.

4. His Excellency the Governor in Council has given his careful attention to these recommendations and to the mass of information which has been accumulated. He is of opinion that the conclusions arrived at by the committee may be generally accepted, but on the question of management, he adheres to the ruling of 1876 (G. O., 13th November 1876, No. 2349, Judicial Department,) and prefers a superintendent with a visiting committee to a board of management.

5. This point excepted, the recommendations are approved, and it will now be the duty of the Inspector-General of Jails to work out the details of the scheme in communication with the Public Works Department, and to submit an estimate of the cost of carrying it out together with draft rules under sections 21 and 22 of the Act. It will then be determined how soon the Act can be brought into force.

6. The thanks of Government are due to the members of the committee.

* The paper is printed separately and attached to this report.

Extract from the Proceedings of the Government of Madras, Judicial Department, No. 1808 (Judicial), dated the 28th August 1888. No. 35.

Read the following:—

From the Inspector-General of Jails, dated 19th December 1887, No. 463.

ABSTRACT.—Submitting, for the orders of Government, a draft of the rules proposed to be made for the regulation of the reformatory school, together with a copy of the Proceedings of a meeting of the committee of visitors.

ENCLOSURE—Proposed rules.

From the Director of Public Instruction, dated 13th April 1888, No. 2673.

ABSTRACT.—Returning the proposed rules for the reformatory school at Chingleput, and enclosing a statement of additions and amendments proposed to be made therein.

ENCLOSURE—Proposed additions and amendments.

From—H. B. GRIGG, Esq., M.A., Director of Public Instruction, to the Chief Secretary to the Government of Madras, dated the 25th June 1888.

WITH reference to your demi-official, dated 30th April last, I write to say that, after an interview with Mr. Hutchins, I determined to express my willingness to take over the reformatory. Assuming that the Government will transfer the school to this department, I have revised the rules, or rather draft of rules, sent to me. In the draft now forwarded, I had introduced some important changes—the reduction of the duties devolving on the Director of Public Instruction; the provision of rules for the conduct of business by the visiting committee; provision of rules regulating education; provision for licensing.

2. I have also made a good many smaller changes; but, although the draft is very much shorter than the original, I think I have omitted no essential provision.

3. Should the school be transferred to me, I would suggest that the transfer be deferred until the 1st October, as my work is specially heavy during the next three months.

4. I have not touched on the subject of establishment, as I think it better to defer the consideration of the subject until I have had a little experience of the working of the institution.

5. I have not filled in the diet rule, as I do not know what diet the Surgeon-General has recommended.

6. In conclusion, I presume that, if the reformatory is transferred to Education, the grant for education will be increased *pro tanto*.

ENCLOSURE—Proposed rules.

From the Inspector General of Jails, dated 14th August 1899, No. 330.

ABSTRACT.—Submitting the diet scale proposed for the reformatory school.

ORDER.—The foregoing papers relate to the rules to be framed by the Government for the regulation of the newly-established reformatory at Chingleput under section 21 of the Reformatory Schools Act, 1876.

2. After a careful consideration of the subject, His Excellency the Governor in Council has decided that the school can be more conveniently managed by the Director of Public Instruction than by the Inspector-General of Jails. He agrees with the committee upon whose recommendation the reformatory has been established that it should be, as much as possible, disconnected from jail management and associations. It should generally be referred to as "the School." A copy of the committee's report will be furnished to the superintendent and kept at the school. Under the provisions of section 3 of the Act, His Excellency in Council is accordingly pleased to appoint the Director of Public Instruction to perform from the 1st October next the duties imposed by the Act on the Inspector-General of Jails. On and after that date the Inspectors General of Jails will be one of the visitors only, but he will continue to append a short report on the school to his annual administration report.

3. The draft set of rules submitted by the Director of Public Instruction with his letter dated 25th June 1888, has been revised and such corrections made as seemed desirable. The draft will now be referred to the superintendent of the school and the committee of visitors for careful revision and remarks, which should be submitted through the Inspector General of Jails to the Director.

ANNEXURE.

Rules for the regulation of the Chingleput Reformatory School under section 21, Act V of 1876.

Control and Management.

1. The general control of the school is vested in the Director of Public Instruction, who has been appointed Inspector-General under section 3, Act V of 1876; but the immediate control and management are vested in a superintendent and a visiting committee.

Inspector-General.

2. In addition to the duties imposed on him as Inspector-General by the Act, the Director shall exercise the powers and perform the duties noted below:—

Powers.—(i) Full control over all expenditure, subject only to the provisions of the budget.

(ii) Authority to sanction new works and repairs not exceeding Rs. 500 for any single work.

(iii) Authority to sanction all contracts entered into by the Superintendent.

(iv) Authority to appoint, dismiss, suspend, or fine the Deputy Superintendent, the masters, the clerks, and the chief peon.

(v) Authority to regulate the administration of the institution in all matters not expressly provided for in the Act or in these rules.

3. *Duties.*—(i) To see that proper effect is given to all orders of Government.

(ii) To submit, with his remarks, to Government, on or before the 1st November, the budget for the ensuing year.

(iii) To audit or arrange for the due audit monthly of all expenditure for which other departmental audit is not provided.

(iv) To regulate generally all contingent charges.

(v) At his annual visitation to examine carefully the working of the institution and to give at least once a year to every boy an opportunity for submitting to him personally any representation or complaint he may wish to make.

(vi) To see that the general and industrial instruction are thoroughly tested each year by an officer or officers of the Educational Department.

Visitors.

4. In addition to the duties specified in section 18 of the Act, the committee must maintain two books, in one of which minutes of proceedings of their meetings shall be recorded, in the other their individual remarks as visitors.

5. At their meetings, the committee shall elect one of their number to officiate as chairman. Three members shall constitute a quorum. The minutes of each meeting shall be signed by the chairman, and, when practicable, initialled by each member present.

6. The chairman shall forward, or cause to be forwarded, a copy of the minutes of each meeting to the Inspector-General through the Superintendent, who shall, in ordinary circumstances, give immediate effect to any resolution, intimating to the Director that he has done so ; but, should he consider any resolution inexpedient or *ultra vires*, he shall await the orders of the Director before giving effect to it.

SUPERINTENDENT.

7. In addition to the powers conferred and duties imposed on him in sections 12-17 of the Act, the superintendent shall exercise the powers and perform the duties noted below:—

Powers.—(i) The executive management of the school, subject to the control of the Inspector-General, in all matters relating to internal economy, discipline, instruction, punishments, and rewards,

(ii) The appointment, dismissal, and punishment of all officers and servants not included in article 2 (iv).

(iii) Authority to suspend, pending the orders of the Inspector General, any of the officers included in article 2 (iv).

(iv) Authority to make contracts, the terms of which have been approved generally or specially by the Inspector General.

(v) Authority to inflict, reduce or cancel any of the punishments detailed in article 11 (ii) and (iii).

8. *Duties.*—(i) To inform the Inspector General fully and immediately of all matters of an urgent and important nature connected with the health, discipline, and executive administration of the school.

(ii) To visit the school daily (when at head-quarters) and transact the business of the school within its precincts; the fact and cause of any omission to visit the school must be recorded in the journal.

(iii) To maintain at the school a journal, in which he shall record, in his own handwriting, all important matters coming under his notice, and also to maintain a punishment book, in which full particulars of all punishments inflicted by him or by his deputy shall be entered, together with the nature of the offence and the names of the offenders. The record of all punishments inflicted by the deputy must be inspected and initialled by the superintendent at his next visit.

(iv) To keep a constant watch over the receipts and expenditure of the school, and, to satisfy himself by frequent inspections that the registers and books are written up, that the cash balances correspond with those entered in the books; that the daily entries are made in the day-books, and that outstandings are not allowed to accumulate. He will be held responsible for any defalcations on the part of the school establishment, if it be shown that such defalcations were facilitated by neglect of this or any rule on his part.

(v) To satisfy himself by inspecting, at least once a week and without previous notice, the books and the boys' food, and by enquiry into the bazar rates, that the full amount of food is purchased, that the rates are reasonable, and that the boys obtain their full rations; an entry of every such inspection should be made in the journal.

(vi) To hold a muster of all the boys every Sunday or at other convenient time during each week to hear complaints and attend to them, and to see that every boy is provided with proper clothing and bedding.

(vii) To take all the necessary precautions in case of the outbreak of epidemics or contagious diseases, to protect the inmates and to prevent the spreading of such disease.

(viii) To take stock once every year and make a valuation of all machinery, plant, tools, raw materials, manufactured articles, live and dead stock, belonging to the school, and to obtain sanction for the writing off of any amount by which such machinery, etc., may have been depreciated in value since the previous stock-taking.

(ix) To maintain all registers, account books, etc., prescribed, and to submit monthly, quarterly, annual, and periodical returns to the Inspector General in the forms prescribed, together with an annual administration report of the working of the school in all its branches.

(x) To obtain the sanction of the Inspector-General for the placing out of any boy leaving the institution in cases not falling under Part III of the Act.

(xi) To report at once to the Inspector General the escape or recapture of any boy. Immediate information of the escape must also be given to the local police, and to the Magistrate and Superintendent of Police of the district in which the boy was convicted.

(xii) To afford all reasonable assistance to the committee of visitors.

9. The superintendent is responsible for all the property of the school and for all moneys and stores received.

DEPUTY SUPERINTENDENT.

10. The deputy superintendent shall be under the immediate control of the superintendent, whose orders in all matters appertaining to the institution he shall implicitly obey.

11. His powers and duties, subject to the above control, shall be as follows :—

Powers.—(i) The executive internal management of the school in every branch.

(ii) The immediate control of all subordinate officers with power to suspend such officers and to suspend or fine peons and menials.

(iii) The punishment of any boy by—

(*a*) loss of marks;
(*b*) degradation from monitorship;
(*c*) solitary confinement;
(*d*) corporal punishment;
(*e*) penal diet;
(*f*) gunny clothing;
(*g*) deduction from earnings.

12. *Duties.*—(i) To live in the quarters provided for him by Government; not to be absent from those quarters at night without the written permission of the superintendent; to devote himself solely to the management of the school, and not to engage in any other business or pursuit; to control the admission of all persons not connected with the school within its precincts.

(ii) To carry out forthwith all emergent written instructions of the medical officer regarding the sick in hospital; and to report all cases of sudden or violent death to the nearest Magistrate and the Superintendent.

(iii) To keep such registers of admissions, licenses and releases, and such accounts as may be from time to time prescribed; to keep in safety all warrants and other documents committed to his charge; to keep a report book; to make in his own hand in it notes of all important occurrences and of any matters requiring the orders of the superintendent; and to show such notes to the superintendent during his daily visits, and to obtain his orders or initials against the entries.

(iv) To be present when the dormitories are locked up at night and unlocked in the morning; and if he be unavoidably absent, to record the fact and the reasons for his absence in his report book; to have in his personal keeping the keys of the dormitories and cells at night; to see that the entrance gate is guarded by a peon day and night.

(v) To be constantly present with the boys during work hours; to be frequently with them during school and recreation hours; to supervise the teaching and to give to the pupils short moral lessons of suitable standard; to listen patiently to all complaints and grievances and to acquaint himself with the conduct, character, and progress of each boy; to see that the earnings of boys are properly gauged and awarded; to record forthwith in the punishment book all punishments inflicted by him on the boys for misconduct.

(vi) To accompany the superintendent and official visitors during their inspection of the school; to bring to their notice any matter requiring their special attention; and to bring before the superintendent any boy, whose period of detention is about to expire, for his orders.

(vii) To see the rations weighed and served out to the cooks; to examine the food at its distribution; to see that the distribution is fair; to see that the boys are cleanly in person and dress; and that the sanitary arrangements of the school in each and every respect are thoroughly satisfactory.

(viii) To keep a register showing the amount earned by each boy in the industrial classes in each work and the amount and deductions made therefrom for fines and bad or careless work; to keep hung up in the school room a copy from such register entered up to date, so that each boy may always know the amount to his credit.

(ix) To inform each boy on admission to what rewards he is entitled for good conduct, and to what punishments he is liable for bad conduct and for the possession of prohibited articles; to remind each boy half-yearly how long he has still to remain in the school.

MASTERS.

13. The powers and duties of the head master shall be as follows :—

Powers.—(i) The direction and management, subject to the control of the superintendent, of general instruction, and, to the extent permitted by the superintendent, of industrial instruction also.

(ii) The exercise of the authority vested in the deputy superintendent during the latter's absence from duty; this does not include any power of punishment, except as provided in the next following clause.

(iii) Authority to punish boys during school hours, by impositions, by way of loss of marks, by causing them to stand during lessons, by keeping in during play hours, or by giving not more han 3 cuts with a small rattan on the hand.

14. *Duties.*—(i) To direct the courses of instruction and to teach such subjects and during such hours as may be appointed.

(ii) To perform any duty appertaining to the deputy superintendent during the latter's absence from duty.

(iii) To reside in the quarters assigned to him.

The other teachers, general, and (to the extent ordered by the superintendent) industrial, shall be under the immediate control of the head master.

MEDICAL.

15. When the superintendent is not a medical officer, the medical subordinate attached to the school shall be in professional matters under the immediate control of the medical officer of the district. His duties shall be—

(i) To keep all such registers, books, and returns as may be prescribed by proper authority.

(ii) To attend to all orders of the medical officer of the school, to prepare all medicines ordered, to see that these medicines are given in the doses and at the times directed; to keep safely the medicines, instruments, and other property of the Government in the hospital; to prepare daily a diet roll of the sick in hospital in such form as may be prescribed for such rations as may be required, and to see that the patients get the diet regularly as ordered by the medical officer at his visits, and to be responsible generally under the orders of the medical officer for the cleanliness, good order, and discipline of the hospital.

(iii) To reside in the quarters assigned to him when quarters are assigned.

GENERAL.

16. *Education.*—(*a*) The course of general education shall be in accordance with the compulsory portion of standards I—IV, appendix K 1 of the Grant-in-aid Code, but the superintendent is at liberty to permit instruction to be given in such subjects as drawing, singing, elementary science, elements of history and of geography, provided this additional instruction can be given without interfering with industrial training or proper recreation.

(*b*) On passing the first standard, or earlier if thought desirable, each pupil shall be taught an industry according to the standards laid down in schedule M, under chapter IX of the Grant-in-aid Code. They shall also be taught drill, gymnastics, and gardening.

(*c*) Four hours daily—Sundays and great feast days excepted—shall be devoted to general education by each class, but it shall not be compulsory on a boy to attend for more than three hours out of the four. The instruction given in the voluntary hour shall be of a kind to encourage students to attend of their own free will.

(*d*) In the case of boys over twelve years of age, at least four hours daily shall be devoted to industrial training and four hours a week to gardening. In the case of boys under twelve years, three hours' industrial work with four hours' gardening shall suffice. Two hours in each week shall be given to drill and gymnastics.

(*e*) At least two hours daily shall be allowed for recreation. The boys shall be encouraged to play games. At least once a week—ordinarily on Sundays—the boys shall be taken for recreation beyond the limits of the school.

(*f*) On a boy's first entering the reformatory, he should not be forced to accept as a fixed employment any particular industry. He should rather be given the choice of all the trades in which the school affords instruction, and by employing him as a help at each in turn, his tastes will be consulted and his fitness for one particular trade decided upon. The boys should be made as happy as possible in the school, which should be viewed by them as a place of education, not one of punishment. So long as their games are of a harmless nature, their movements should, during play hours, be as unrestricted as possible; during work and school hours play should be strictly interdicted.

(*g*) With a view to encourage good conduct and industry, the boys shall be assigned marks having a money value, and also so soon as they have passed the second standard in an industry, a small share of the value of the work produced. For marks, a sum not exceeding one anna a week may be earned; for work, a sum not exceeding one-tenth of the value of the thing made after deducting the cost of the materials used. Of the mark money, one-half may be spent by the earner on sweetmeats, fruits, toys, and other articles which are not forbidden admission to the school. The other half, as well as all money earned for work, shall be deposited in the local savings bank in the name of the superintendent. On a boy's release, the amount deposited shall be withdrawn and paid to him with interest to date of release, or invested in whole or in part in the purchase of the implements of the trade he has learnt. A debtor and creditor account for each boy shall be kept in the school office in a book provided for the purpose, and he shall have the right to demand a copy of that account on leaving the school.

(*h*) To enable the head master to keep a daily record of each boy's conduct and industry, he shall be furnished with registers for (i) conduct out of school, and (ii) general, and (iii) industrial classes, in each of which shall be recorded daily the initial letter of the words "good," "indifferent," and "bad" opposite each boy's name. The deputy superintendent shall, at the end of the week, allot marks on an inspection of these registers. For every G. he shall give two marks, and for every I. one mark, for B. he shall allow no marks; a minimum of 34 marks shall entitle a boy to the maximum pecuniary reward of one anna. A minimum of 28 marks will entitle a boy to the pecuniary reward of half-an-anna. These money rewards will be dealt with in the manner laid down in the foregoing rule.

(*i*) The deputy superintendent is authorized to select from amongst the best-behaved boys a number not exceeding 3 per cent. of the entire population of the school for promotion to the grade of monitor. Boys promoted to this grade will be enabled to earn double the number of marks, and consequently double the amount of gratuity for marks, which they could otherwise earn. In every case the superintendent's sanction shall be obtained to such promotion.

(*j*) Technically-qualified teachers in industrial as well as general knowledge only shall be employed.

(*k*) There shall be annually a public distribution of prizes.

(*l*) All classes shall be examined and reported on by the Inspector or Assistant Inspector of Schools of the circle assisted in regard to industries by such officer as the Inspector General may appoint.

17. *Daily Routine.*—The dormitories shall be unlocked at daylight, and the boys shall be at once marched to visit the latrine and to perform their ablutions. A sligh repast, consisting of a *chapati* of ragi or cholum, shall then be given them for their support until breakfast. Up to 6 A. M. the boys shall be employed in cleaning up the dormitories, when all will be in readiness to commence work. The employment of the boys during the varius hours of the day after 6 A. M. shall (subject to such modifications as may be apporved

by the Director from time to time, all such changes being forthwith reported to Government) be as follows:—

6 A.M. to 9 A.M.	.	Employment in workshop and gardens.
9 „ to 10 „	.	Meal.
10 „ to 1 P.M.	.	School.
1 P.M. to 2 „	.	Recreation.
2 „ to 5 „	.	Employment in the workshops and gardens, drill and gymnastics.
5 „ to 6 „	.	Bathing and evening meal.
6 „ to 7 „	.	Recreation, if daylight admits of it.
7 „ to 7-30 „	.	Locking up.
7-30 „ to 9 „	.	Voluntary school, if possible.

18. *Communication with Parents and Relatives.*—The parents and near relatives of the boys shall be allowed to visit them once a month or oftener with the permission of the superintendent and to correspond with them in writing at reasonable periods. Boys shall forfeit this privilege by misconduct. Parents or near relatives, if known, shall receive notice of serious illness, and at least a week's previous notice shall be sent them of a boy's legal discharge from the school. The deputy superintendent will answer enquiries made by parents or relatives of the boys by post, provided these latter send postage stamps for the purpose.

19. *Punishments.*—No boy shall be kept in solitary confinement for a period exceeding three days, or in gunny clothing for more than twenty days. Corporal punishment shall be administered after the manner of school discipline with a light cane. The number of stripes shall, in no case, exceed twelve.

20. *Forbidden Articles.*—The following shall be deemed forbidden articles, and their possession by the boys shall be punished by the superintendent:—(*a*) spirits; (*b*) intoxicating drugs, including opium, ganja, and tobacco.

21. *Releases.*—At least one month before a boy is entitled to be released, notice of the fact in the annexed form "A" shall be sent to the Magistrate of the district in which the parents or near relations of the boy reside, requesting him to secure the attendance, at a fixed time, of some trustworthy person to receive the boy on his arrival at the Magistrate's Court.

22. With the released boy shall be sent a letter in the accompanying form (B), soliciting the Magistrate's sympathy in the boy's behalf, and asking him to do what he can towards ensuring the lad a fair start in life, as well as protection against unnecessary interference on the part of the police. The Magistrate will also be asked to try to induce the local headman or some respectable neighbour to do what he can for the lad, and to further his interests as much as possible.

23. A boy shall be released on the morning of the last day covered by his warrant. The amount of gratuity payable to the boy shall be ascertained by the Superintendent, who shall order the boy's discharge and pay him the amount of gratuity due, besides furnishing him with subsistence allowance for his journey home.

24. *Licenses.*—Should the superintendent see a favourable opportunity for working the license system as explained in the Reformatory Act, he shall, after ascertaining the views of the visiting committee on the subject, communicate with the Inspector General. Applications by masters for apprentices, should such be received, shall be laid before the committee at their next meeting, and the result shall be communicated to the Inspector General for orders.

25. At the expiration of six months, and after every six months for three years from the date of the youthful offender's release, a letter in form C shall be sent to the Magistrate, in order that the boy may not be lost sight of, and in order also that the school authorities may be in a position to report upon the result of the training he has had. The replies received from Magistrates shall in every case be laid before the visiting committee, and copies of them will accompany the superintendent's annual report to the Inspector-General.

26. *Diet.*—For the present the scale of diet will be as follows:—

Every day, dal, 2 oz.; ghee, tamarind, curry powder, and onions, ½ oz. each; salt, ¾ oz.; and vegetable, 4 oz., with 1 lb. of firewood for cooking.

On Sundays, 20 oz. of rice, and on other days 20 oz. of raghi, cholam or cumboo; on Mondays, Wednesdays and Fridays, 30 grains of garlic; Tuesdays, 2 oz. of dried fish; Thursdays and Sundays, 4 oz. of mutton.

27. A Brahman cook may be employed for Brahman boys, when necessary. Ordinarily one of the Brahman boys may be ordered to cook for his fellows.

28. *Registers and Returns.*—In addition to the books to be kept, as detailed in the foregoing rules, a register shall be maintained of all boys admitted to the school, giving the name, age, caste or religion, prior occupation, health, educational condition, and weight on admission, particulars of sentence, previous convictions, and other important particulars. A similar register of all boys leaving the school shall also be maintained. Also the school registers and workshop registers in forms to be prescribed. A return shall be forwarded to the Inspector General on the first day of each month giving the number of boys in the school at the beginning and end of the month; their distribution among the several industries; particulars regarding those admitted and those discharged; the health of the school; the amount and value of the work performed in the school; full particulars regarding punishments inflicted; attempts at escape, re-captures, and the amount of confinement each boy has undergone.

29. *Religion.*—The religious observances of the inmates shall be duly respected.

30. *Character of Staff.*—Every paid member of the staff must possess tact, patience, and good temper. Officers of any rank, including also trade instructors and schoolmasters, found wanting in these qualities, must be discharged with as little delay as possible; for, in dealing with boys, more especially with lads of the class detained in a reformatory, such qualifications are absolutely indispensable. Every case, therefore, of violence committed on the part of a school officer towards a scholar should be immediately reported to the superintendent.

FORM A.

LETTER to Magistrate of District intimating release of a boy from the Reformatory School.

SIR,

I have the honour to inform you that [Name] juvenile, No. , will have completed his term of detention in the reformatory school and be released on the , and to request you will secure the attendance of one of his relatives or other trustworthy person to take charge of him on his arrival at your Court or such other nearer place as you may direct.

I have, etc.,

Superintendent, Reformatory School.

FORM B.

LETTER soliciting Magistrate's sympathy on boy's behalf.

SIR,

In sending to your Court [Name] , a youth who has completed his term of detention in this institution, I have the honour to solicit your sympathy on his behalf, and to request you will do what you can to ensure his having a fair start in life. He has been trained as a [Trade] . I am further to ask that instructions may be issued by you against any unnecessary interference with the youth on the part of the police.

I have, etc.,

Superintendent, Reformatory School.

FORM C.

HALF-YEARLY Application to District Magistrate regarding youth's behaviour and mode of occupation.

SIR,

I have the honour to request you will favour me with a report on the behaviour and mode of occupation of [Name] , a youth who was released from this institution on the 18 , and regarding whom a letter was addressed to the Magistrate of on the 18 soliciting his sympathy on the boy's behalf.

I have, etc.,

Superintendent, Reformatory School.

Extract from the Proceedings of the Government of Madras, Educational Department, No. 599 (Educational), dated the 26th September 1898. No. 14.

Read the following paper :—

From the Honourable Mr. D. DUNCAN, M.A., D.Sc., LL.D., Director of Public Instruction, to the Secretary to the Government of Madras, Educational Department,—No. 6320, dated Madras, the 4th June 1898.

With reference to memorandum No. 1331 (Educational), dated 29th June last, I have the honour to submit a draft of the revised rules of the reformatory school, Chingleput. The present rules are also shown, side by side, with the reasons for the more important changes shown in the remarks column. The whole of article 30 of the present rules and portions of other articles here and there have been omitted as not necessary in a code of rules.

2. The revised draft was forwarded to the superintendent, and was generally approved by him except in one material point. He thinks that he should have the power to suspend or fine the deputy superintendent pending the orders of the Inspector General, as the responsibility for the discipline and management of the school is vested in the superintendent; but, as the deputy superintendent belongs to the Provincial Educational Service, appointments to which are made by Government, the power to suspend or fine him should also vest in Government; though in view of the special character of the institution stricter discipline than in ordinary schools must prevail, I would recommend that the power be delegated to the Inspector General. The superintendent may immediately report to the Inspector General any cases of breach of discipline on the part of the deputy superintendent, and the Inspector General will take such action as he deems fit.

ORDER.—The revised rules of the reformatory school, Chingleput, are approved by His Excellency the Governor in Council with the following modifications and remarks :—

2. (1) *Article I.*—In line 2 for the word "are" will be substituted the words "have been," and in line 4 the word "Court" will be read instead of the word "Magistrate."

(2) *Article II.—Clause* (iv) will be revised as follows :—" As any member failing to attend a meeting during a period of six consecutive months vacates his seat, it shall be the duty of the superintendent to report the fact to the Inspector General."

Clause (v).—The words "at its meetings" at the beginning of the second sentence of this clause should come at the beginning of the first sentence. Before the word "quorum" in the second sentence the word "a" should be inserted.

(3) *Article III.—Clause* (i) should read as follows :—"The sanctioned staff consists, etc."

Clause (vi).—After the word "or" in line 5 of this clause add the word "of."

(4) *Article VIII.—Clause* (i).—For the words "a slight repast shall be served them" will be substituted the words "they will have a slight meal."

Clause (ii).—The Government notes that in the new time-table proposed for the junior division, 10-30 A.M. to 1-30 P.M., the hottest part of the day, is fixed for industries and gardening. The Inspector General should consider whether it is not advisable to modify this arrangement.

(5) *Article X.*—For the word "a" in the last line of clause (vi) read the word "such."

(6) *Article XI.*—The revised rules do not refer to the fine fund constituted under G. O. No. 49 (Educational), dated 27th January 1896. The Government considers that the proposals of the Director of Public Instruction contained in his letter, dated 21st December 1895, read in the Government order referred to above, should be embodied in the rules. The following clause will, therefore, be added to article XI :—

> "(vi) The superintendent shall have power (1) to reimburse from the fine fund to such of the pupils as pass the Government technical examinations, or the primary examination, the fees paid to them from their earnings for admission to such examinations, and (2) to provide from the fund any deserving ex-pupil desirous of starting a trade which he had learnt in the school with all or any of the tools or appliances needed by him."

(7) *Article XIII.*—For the words "applied to" in clause (iv) read the word "on."

(8) *Article XV.*—The Director of Public Instruction is not correct in stating that the additions to this article were approved by Government in G. O. No. 1498 (Judicial), dated 25th July 1893. This order is as follows :—"The rule as it stands is quite sufficient, and

it is unnecessary to amend it as proposed. The Director of Public Instruction can issue instructions to the effect desired for the guidance of the superintendent." The Government considers that the proposed additions to the rule are unnecessary, and that the old rule (29) should stand."

(9) *Article XVI.—Clause* (i) will be modified as follows :—"With the sanction of the committee, the superintendent may attach any of the pupils as apprentices to masters licensed under section 18 of the Reformatory Schools Act, and shall report any such cases to the Inspector General."

(10) *Article XVII.*—The words "of the fact" in line 2 of clause (1) should be omitted, and for the word "him" in line 7 of the same clause should be substituted the words "the boy."

In clause (vi) for the words "instead of handing him over to his criminal associates" should be substituted the words "with the consent of the boy's relatives," and for the words "their influence," the words "the influence of criminal associates."

The Government notes that the forms A, B and C referred to in this article have been omitted in the revised draft. They should be printed at the end of the rules.

3. In paragraph 2 of his letter submitting the revised rules, the Director of Public Instruction asks that, in view of the special character of the institution, the power to suspend or fine the deputy superintendent, who, since the reorganization of the Educational Services, has become a gazetted officer, may be delegated to the Inspector General. The Government, however, considers that it is inadvisable to deviate from the usual rule applicable to gazetted officers, and cannot, therefore, accept the Director of Public Instruction's proposal.

4. The revised rules as amended above will be published in the *Fort St. George Gazette.*

APPENDIX.

The following code of rules relating to the constitution and working of the reformatory school, Chingleput, has been sanctioned by Government, under section 26 (2) of the Reformatory Schools Act (No. VIII), 1897:—

I.—Object.

The institution is intended to afford general and industrial instruction to youthful offenders who have been sentenced to transportation or imprisonment, but who are, in the opinion of the convicting Court, likely to benefit by the instruction given in the school and to become useful members of society.

II.—Control.

(i) The responsibility for the discipline and management of the school is vested in the superintendent, under the general control of the Inspector General.

Note.—The Director of Public Instruction having been appointed Inspector General under the Act, the expression Inspector General, wherever it occurs, will signify Director of Public Instruction.

(ii) The superintendent shall be aided by a committee of visitors appointed by Government.

(iii) The committee shall fix the day and hour of its meetings ; and a week before the day so fixed, a notice thereof, together with an abstract of the subjects to be considered, shall be forwarded to the non-resident members and a day or two previous to the meeting, all papers to be disposed of shall be circulated to the resident members.

(iv) As any member failing to attend a meeting during a period of six consecutive months vacates his seat, it shall be the duty of the superintendent to report the fact to the Inspector General.

(v) At its meetings, the committee shall elect one of its number to officiate as chairman. Three members shall form a quorum. The minutes of each meeting shall be signed by the chairman and, when practicable, by each member who was present.

(vi) A copy of the minutes of each meeting shall be forwarded to the Inspector General through the superintendent, who shall, ordinarily, give immediate

effect to the resolution, intimating to the Inspector General the fact of his having done so; but should he consider any resolution inexpedient or *ultra vires* he shall submit it for the orders of the Inspector General before giving effect to it.

III.—Staff.

(i) The sanctioned staff consists of a superintendent, a deputy superintendent, and sixteen masters and instructors, excluding the compounder. The appointment of these officers, except the two first, shall vest in the Inspector General.

(ii) The district medical and sanitary officer shall, ordinarily, be the superintendent with an allowance of Rs. 100 per mensem. The deputy superintendent shall belong to the Provincial Educational Service, and the rest of the staff to the Subordinate Educational Service.

(iii) All the officers mentioned above shall be immediately subordinate to the superintendent on all matters connected with the school.

(iv) When the superintendent is not a medical officer, the medical subordinate attached to the school shall, in professional matters only, be under the immediate control of the medical officer of the district.

(v) The Superintendent shall have power to appoint, fine, dismiss or suspend the menial servants and to suspend or fine, pending the orders of the Inspector General, the master and the clerks.

(vi) During the absence of the superintendent from the station, the deputy superintendent may exercise the powers vested in the superintendent, subject, however, to the approval of the superintendent or of the Inspector General, as the case may be ; and during the absence of the deputy superintendent from the station, the headmaster may exercise the powers vested in the deputy superintendent, excepting the power of punishing any member of the staff or of the establishment.

IV.—Classes.

(i) The school shall contain the following classes:—

General education classes up to the fourth standard.	Tape-making class.
Carpentry class.	Tailoring class.
Weaving class.	Blacksmith's work class.

(ii) With the sanction of Government, instruction in any of the above subjects may be discontinued, or instruction in any additional industrial subject may be introduced.

(iii) The pupils shall be divided into two divisions—the senior division consisting of boys over fourteen years of age and the junior division consisting of boys of or under fourteen years of age.

V.—Courses of Instruction.

(i) The course of instruction in the subjects of general education shall be in accordance with the compulsory portions of the curricula prescribed for standards infant to fourth in Chapter V of the Madras Educational Rules ; but the superintendent may permit instruction to be given in such subjects as English, drawing, singing, elementary science, history, or geography, provided this additional instruction can be given without detriment to industrial instruction or proper recreation.

(ii) In technical, industrial or art subjects, pupils shall be prepared for the standard examinations prescribed in Chapter V of the Educational Rules and for the Government technical examinations.

(iii) On passing the first standard or earlier if desirable, each pupil shall be taught an industry according to the standards laid down in schedule III of Chapter V of the Educational Rules in addition to drill, gymnastics, and gardening.

(iv) No boy shall, on first admission, be compelled to take up any particular industry. He shall be given the choice of any of the trades taught in the school. By employing him for a time in each, his tastes and his fitness for any particular trade will be decided upon.

VI.—Strength of Classes.

The number of admissions to the school shall be regulated with due regard to the accommodation and staff available.

VII.—Monitors and Assistant Monitors.

With the sanction of the superintendent, the deputy superintendent may select from amongst the best behaved boys a number not exceeding 3 per cent. of the total number on the rolls as monitors and 5 per cent. as assistant monitors.

VIII.—Time-table.

(i) The dormitories shall be unlocked at 5-30 A. M., and the boys shall be at once marched to visit the latrines and to perform their ablutions, after which they will have a slight meal. Up to 6 A. M., when work will commence, the boys shall be employed in cleaning the dormitories.

The following time-table shall be followed, and no changes shall be made in it without the sanction of the Inspector General :—

Senior Division.

6 to 9-30 A. M.	Industries and gardening.
9-30 to 10-30 A. M.	Washing and morning meal.
10-30 A. M. to 1-30 P. M.	General education.
1-30 to 2-30 P. M.	Recreation.
2-30 to 4-30 P. M.	Industries and gardening.
4-30 to 5 P. M.	Drill and gymnastics.
5 to 6 P. M.	Evening meal.
6 to 7 P. M.	Recreation
7 to 8 P. M.	Voluntary school, if possible.

Junior Division.

6 to 8 A. M.	General education.
8 to 9-30 A. M.	Drill and gymnastics.
9-30 to 10-30 A. M.	Washing and morning meal.
10-30 A. M. to 1-30 P. M.	Industries and gardening.
1-30 to 2-30 P. M.	Recreation.
2-30 to 4-30 P. M.	Gardening (and singing class of select pupils for one hour on Monday, Wednesday, and Friday).
4-30 to 5 P. M.	Preparing lessons in school under supervision.
5 to 6 P. M.	Evening meal.
6 to 7 P. M.	Recreation.

(ii) The precise time for locking up the dormitories shallbe left to the discretion of the superintendent, provided it is never before 7 P. M.

IX.—Vacations and Holidays.

Sundays and other occasional holidays sanctioned by Government shall be the only holidays.

X.—Conduct Badges.

(i) In order to encourage continuous good behaviour, the boys shall be given good-conduct badges having a money value.

(ii) A boy shall be entitled to a badge for every year spent by him in the school without his name appearing in the punishment book.

(iii) A boy whose name appears in the punishment book will not be entitled to a badge until he has put in one year's good behaviour from the date of the entry of his last offence in the punishment book.

(iv) Each monitor or assistant monitor shall be entitled to a badge in virtue of his office, and only so long as he holds that office, in addition to any badge or badges which he may earn or may have earned by his good behaviour.

(v) The superintendent may grant a special badge for any exemplary good conduct in addition to an ordinary badge.

(vi) For gross misconduct, the superintendent may withdraw one or more badges if he thinks the offence is of such a nature as to render the offender unworthy of wearing such good-conduct badge.

(vii) For each badge, the wearer shall get one pie per week. After two badges have been earned, the allowance shall be raised to two pies a week per badge, provided the pupil has passed the third standard in general education and the second standard in industrial education. This money shall be deposited in the savings bank and, in the case of a pupil who has earned at least one badge each year, the sum of his earnings shall be raised by 50 per cent. on his leaving the school.

(viii) The good-conduct badge will consist of an oblong piece of polished copper ($1'' \times \frac{1}{2}''$) and will be worn on the breast.

XI.—Mark and Work Money.

(i) With a view to encourage good conduct and industry, each boy shall be assigned marks having a money value not exceeding one anna a week. Such of them as have passed the second standard in an industry, shall also be given a share not exceeding one-tenth of the value of the work turned out, after deducting the cost of materials.

(ii) Of the mark money, one-half may be spent by the earner on sweetmeats, fruits, toys, or other articles which are not forbidden; and the other half, as well as the work money and the badge money, shall be deposited in the savings bank in the name of the deputy superintendent.

(iii) A debtor and creditor account for each boy shall be kept in the office, and a copy of it shall be hung up in the school once every quarter, so that each boy may know the exact amount standing to his credit.

(iv) The headmaster shall keep a general mark register for each boy's conduct (*a*) out of the school, (*b*) in general education classes, and (*c*) in industrial classes, in which shall be recorded daily under each head "good," "indifferent" or "bad," as the case may be, against each boy's name. For every "good" entry two marks shall be given, for every "indifferent" entry no mark, and for "bad" a *minus* mark; a minimum of 30 marks shall entitle a boy to a reward of one anna and a minimum of 20 to six pies. This register shall be checked and revised by the deputy superintendent at the end of each month.

(v) Every monitor shall be allowed double the ordinary number of marks, and every assistant monitor 50 per cent. more than the ordinary number of marks.

(vi) The superintendent shall have power (1) to reimburse from the fine fund to such of the pupils as pass the Government technical examinations or the Primary examination, the fees paid to them from their earnings for admission to such examinations, and (2) to provide from the fund any deserving ex-pupil desirous of starting a trade which he had learnt in the school with all or any of the tools or appliances needed by him.

XII.—Communications with Parents or Relatives.

Parents and relatives of boys may visit them once a month or oftener with the permission of the superintendent and correspond with them in writing. This privilege shall be forfeited for misconduct. They shall also, if their address is known, receive notice of serious illness, and the deputy superintendent shall answer any inquiries made by them, provided that postage stamps for the reply are enclosed.

XIII.—Punishments.

(i) Spirits and intoxicating drugs (including opium and ganja), tobacco, and snuff shall be deemed prohibited articles within the meaning of the Act, and whoever is found introducing or attempting to introduce or conniving at the introduction of any such article into the school shall be prosecuted.

(ii) The superintendent shall punish any boy found in possession of any prohibited article.

(iii) No boy shall be kept in solitary confinement for more than three days or in gunny-clothing for more than twenty days.

(iv) Corporal punishment shall be administered in the manner of school discipline with a light cane on the palm of the hand, provided that the maximum number of stripes in the case of boys of the junior division shall not exceed twelve and in the case of boys of the senior division shall not exceed fifteen.

(v) In the case of unnatural offences and other serious crimes, the offender shall be prosecuted under the orders of the Inspector General, and the superintendent shall keep him separate from the other boys pending his orders.

(vi) The deputy superintendent may punish any boy by loss of marks, solitary confinement, corporal punishment, penal diet, gunny-clothing, or deduction of earnings.

(vii) For simple offences, a boy may be deprived of one regular meal or of that portion of the meal which renders it most agreeable; but no boy shall be deprived of two meals in succession.

(viii) The headmaster may punish boys during school-hours by impositions, by loss of marks, by causing them to stand during lessons, by keeping them in during play-hours, or by giving not more than three cuts with a small rattan on the hand.

XIV.—Dietary.

(i) The scale of diet shall be as follows :—

Ragi, cholum, or cumbu (every day except Sunday)	20 oz.
Rice (on Sunday)	20 "
Garlic (on Monday, Wednesday, and Friday)	30 grains.
Mutton (on Thursday and Sunday)	4 oz.
Dried fish (on Tuesday)	2 "
Vegetable	4 "
Dal	2 "
Tamarind	½ "
Ghee, or gingelly oil	½ "
Onions	½ "
Curry-powder	½ "
Salt	¾ "

In the case of boys who are vegetarians, curd or cakes will be substituted for, and at a cost equivalent to, mutton or fish served to other boys.

One pound of firewood shall be allowed for cooking.

No change in the scale shall be made without the sanction of Government.

(ii) Ordinarily, one of the Brahman boys shall cook for his fellows; but, when the number of such boys exceeds three, a Brahman cook may be engaged for Brahmans.

(iii) The deputy superintendent shall be responsible for the purchase of provisions, and by informing himself of the current bazar rates shall satisfy himself that the full amount of food is purchased and that the rates are reasonable. He shall also see the rations weighed and served out to the cooks, examine the food occasionally before distribution by way of test, and see that the boys are cleanly in person and dress at the time of meals.

XV.—Religious observances.

The religious observances of the pupils shall be duly respected.

XVI.—Licenses.

(i) With the sanction of the committee, the superintendent may attach any of the pupils as apprentices to masters licensed under section 18 of the Reformatory Schools Act, and shall report any such cases to the Inspector General.

(ii) Applications from masters for such apprentices shall be laid before a meeting of the committee of visitors, and the superintendent shall forward to the Inspector General with his remarks any resolution on the subject which may have been passed by the meeting.

XVII.—Discharge.

(i) At least two months before a pupil is entitled to be discharged, notice in the prescribed form (A) shall be sent to the Magistrate of the district in which his parents or near relations reside, requesting him to secure the attendance, at a fixed time, of some trustworthy person to take charge of the boy. The Magistrate may, if necessary, forward the boy to the Court of any Subordinate Magistrate within whose jurisdiction the boy's parents or near relations reside.

(ii) A discharged pupil shall be provided with a letter to the Magistrate in the prescribed form (B), soliciting his sympathy in the pupil's behalf, and requesting him to do what he can towards ensuring the pupil a fair start in life as well as reasonable protection against temptations to a relapse into crime. The Magistrate shall endeavour to induce the local headman or some respectable neighbour to do what he can for the boy.

(iii) The pupil shall be sent to the Magistrate, and by the Magistrate, if necessary, to his relatives in charge of a peon of the school, who shall be responsible for his treatment until he is handed over to his relatives. The peon shall be furnished with travelling expenses for himself and the pupil, batta for the latter being allowed at two annas per diem.

(iv) The superintendent may, if necessary, provide the pupil with clothing at a cost not exceeding one rupee.

(v) Care shall be taken to despatch the boy from school in sufficient time to admit of his reaching his destination before the date on which he is entitled to discharge, and the amount of gratuity payable to him shall also be forwarded with the letter in form B to the Magistrate, who shall deliver it to the boy when handing him over to his relatives.

(vi) When a boy of the criminal class is taken before a Magistrate for discharge, the Magistrate may, with the consent of the boy's relatives, dispose of him in such a manner as to protect him from the influence of criminal associates.

(vii) For three years from the date of a pupil's discharge, the superintendent shall communicate with the Magistrate, once in every six months, in the prescribed form (C), with a view to ascertain the career of the pupil since his discharge, and the Magistrate's reply shall, in every case, be laid before the committee of visitors. An abstract of the reports shall be embodied in the annual reports to the Inspector General.

XVIII.—Registers and Accounts.

i) The following registers and accounts shall be maintained in the school :—

Register of admissions and discharges.
Pupils' weight register.
Register of letters received.
Register of letters despatched.
Register of gymnastics and drill.
Library catalogue.
Do. register.
Office journal.
Pay abstract.
Acquittance roll.
Register of contingent expenditure.
Register of annual returns to the Accountant-General.
Inventory of valuable stock.
Stock books of stationery articles and printed forms.
Books of bill forms and receipt forms for the manufacturing department.
Stock book of tools, implements, etc.
Stock book of rations.
Diet roll.
Cash account of expenditure under rations.
Register of receipts and issues of pupils' clothing, bedding, etc.
Register of raw materials.
Register of work turned out by the manufactory department.
Register of work done for the school.
Sale or credit book of manufactured articles.
Stock and sale account of textile fabrics.
Cash account of receipts.
Register of outstandings.
General mark register.
Mark register for each industrial class.
Punishment book.
Conduct badge register.
Register of mark, work and badge money.
Pupils' fine account.
Pupils' savings bank account.
History of discharged pupils.

(ii) In the office journal, the superintendent shall record in his own hand-writing all important matters connected with the school.

(iii) The superintendent shall record in the punishment book full particulars of all punishments inflicted by him or by the deputy superintendent, together with the nature of the offence, the name of the offender, and the number of previous punishments against him. The record of all punishments inflicted by the deputy superintendent shall be inspected and initialled by the superintendent at each visit.

(iv) The deputy superintendent shall be responsible for all the property of the school and for all moneys and stores received.

(v) The register of valuable stock shall be scrutinized every year by the superintendent.

XIX.—Miscellaneous.

(i) The instruction given in general education and in industrial subjects shall be tested annually; the former by an officer of the Educational Department, and the latter by a person or persons specially deputed for the purpose.

(ii) The superintendent shall arrange annually for a public distribution of prizes.

(iii) The superintendent shall endeavour to make the boys feel as contented as possible in the school, so that they may view it as a place of education and not one of punishment. During play-hours their movements should, so long as the games are of a harmless nature, be as unrestricted as possible.

(iv) Without the written sanction of the superintendent, the deputy superintendent shall, on no account, absent himself from his quarters at night.

(v) The superintendent shall give immediate notice of the escape or recapture of any boy to the Inspector General, to the local police, and to the Superintendent of Police and the Magistrate of the district in which the boy was convicted.

(vi) The deputy superintendent shall be present when the dormitories are locked up at night and unlocked in the morning; but if he be unavoidably absent, he shall record the fact and the reasons for his absence in his report book. He shall also have in his personal custody the keys of the dormitories and cells at night and shall see that the entrance gate is guarded both day and night.

(vii) It shall be the duty of the deputy superintendent to see that the sanitary arrangements of the school in every respect are thoroughly satisfactory.

(viii) The deputy superintendent shall carry out forthwith all urgent instructions of the medical officer regarding the sick in hospital, and shall report immediately to the superintendent and to the nearest Magistrate all cases of sudden or violent death.

(ix) The provisions of the educational rules relating to accommodation and sanitation, discipline, dress, periodical examinations, and punishments shall apply, *mutatis mutandis*, to the school in so far as its special character permits of their application.

(x) The superintendent shall invariably obtain the previous sanction of the Inspector General for any deviation from the prescribed rules.

FORM A.

Letter to Magistrate of district intimating release of a youth from the Reformatory School.

SIR,

I have the honour to inform you that , pupil No. , who was committed to the reformatory school under the order of the Magistrate of , dated , will have completed his term of detention in the reformatory school on the and will be despatched from the school to your Court in charge of a peon of the school on or about the . I have therefore to request that the inquiries prescribed by the rules made under section 21 of the Reformatory Schools Act, 1876, may be made before that date.

2. The boy belongs to the village of in the taluk, district. His relatives are .

3. The history of the boy's character during his detention in the school is as follows :—

* * * * *

He has passed the following tests in general and industrial knowledge :—

* * * * *

He has been trained as a .

He has accumulated the following savings, which will be remitted to you with the boy for delivery to him on his release :—

* * * * *

particulars.

I have, etc.,

Superintendent, Reformatory School.

FORM B.

Letter to Magistrate of district forwarding the boy and requesting delivery to his relatives.

SIR,

With reference to this office letter, dated , No. , informing you of the intended release of , pupil No. , I have the honour to forward herewith the pupil in question in charge of peon of the school for delivrey to his parents or to such near relative as may be willing to receive him.

2. The peon in charge will deliver to you the sum of Rs. as particularized in this office letter above referred to, and this sum should be made over to the youth on his delivery to his parents or relatives and his receipt obtained.

3. I beg to solicit your sympathy on his behalf, and to request you will do what you can to ensure his having a fair start in life.

I have, etc.,

Superintendent, Reformatory School.

FORM C.

Half-yearly application to District Magistrate regarding youth's mode of occupation and conduct.

SIR,

I have the honour to request you will favour me with a report on the mode of occupation and conduct of , a youth who was forwarded to you from this institution with my letter, No. , dated .

I have, etc.,

Superintendent, Reformatory School.

From S. W. EDGERLEY, Esq., C.S.I., I.C.S., Secretary to the Government, Bombay, to the Secretary to the Government of India, Home Department,—No. 3483, dated the 20th May 1899. No. 15.

I AM directed to acknowledge receipt of your letter No. 423, dated the 15th September 1898, forwarding copy of a despatch from Her Majesty's Secretary of State, commenting on the Bareilly Reformatory School Report for 1897, and asking the opinion of this Government on the suggestion that reformatory schools should be placed under the Director of Public Instruction and at stations where there is no prison, and also asking for certain information and opinion as to the second paragraph of the despatch.

2. I am, in the first place, to point out that, so far as the information at the disposal of this Government is concerned, there appears to be some misapprehension in the argument which the Secretary of State bases on what has been done in the Madras Presidency. It may be true that the reformatory schools in that presidency are not at stations where jails exist and they possibly are all under the Director of Public Instruction, but this state of things does not appear to be due to the considerations present to the mind of the Secretary of State, and the fact is of some importance seeing the use made of it. The Madras Committee of 1882 recommended that the reformatory school should be at Madras itself and under the supervision of the Inspector General of Jails. From the proceedings forwarded to this Government with your No. 128, dated 21st June 1888, it appears that the main difficulty which prevented effect being given to their recommendations was the provision of a suitable site and buildings, and that the reformatory was eventually placed at Chingleput because "the jail buildings" had become "vacant owing to the recent abolition of the jail there." The determining factor was, in short, economy and the desire not to postpone the establishment of the institution, and it was, as a matter of fact, established in a recently evacuated jail under the Inspector General of Jails. What actually determined the transfer of the control of the school to the Director of Public Instruction is not apparent on the papers supplied to this Government, but His Excellency the Governor in Council is inclined to think that the actual reason should be verified before the argument used in the despatch is fully admitted. It would seem from the first sentence of paragraph 2 of Madras Government Order No. 1808, dated the 28th August 1888, that an alternative motive might have been official convenience, as, with the abolition of the jail, it presumably became unnecessary for the Inspector General of Jails to visit Chingleput.

3. However that may be, arrangements in this presidency are, as a practical matter, stereotyped by the fact that reformatories are already in existence at Bombay and Poona, and there is no prospect whatever of the financial circumstances of this Government being such that they could contemplate moving either the one or the other, and it is profitless to discuss whether they could have been more suitably placed at some other station. In 1889 this Government saw certain advantages in the school being located near the Central Prison at Yeraoda, but His Excellency the Governor in Council is nevertheless in accord with the views expressed in paragraph 19 of the Report of the Madras Committee of 1882 that the management of such institutions should be as little assimilated to, or connected with, that of jails as possible. His Excellency the Governor in Council, however, is not convinced, as also the Madras Committee were not, that that opinion necessitates the removal of such schools from the supervision of the Inspector General of Prisons, especially in the Bombay Presidency, where the schools are both in towns in which the Inspector General of Prisons must spend a large portion of his time. His Excellency therefore sees no present reason to alter the orders by which the Inspector General of Prisons is responsible for the control of such institutions in this Presidency. I am to attach reports by the Director of Public Instruction and the Inspector General of Prisons on this point.

4. The report of the Inspector General of Prisons also furnishes the information asked for in paragraph 3 of your letter under reply. The information is admittedly incomplete as regards boys who have left the institution, and His Excellency the Governor in Council cannot but agree in the opinion that it is most undesirale to follow up, with official enquiries, boys who have left the institution. If any subsequently find their way into the prisons, that fact might well be recorded in the official annual reports, but a boy trained in the reformatory should, in the opinion of His Excellency the Governor in Council, when he has once been started in life, be as free from surveillance as any other member of the community and should not be prevented from severing his connection with his past by official enquiries as to his occupation and mode of life.

Should, however, the Government of India adhere to the view expressed in paragraph 4 of the letter, this Government would propose to utilise the agency of the Educational Department in making the enquiries which the orders necessitate.

Accompaniments to Bombay Government letter No. 3483, dated the 20th May 1899, to the Government of India.

No. 16. Letter from Mr. H. N. Alexander, Acting Inspector General of Prisons, No. 7366, dated the 21st November 1898, as follows:—

"WITH reference to your memorandum No. 6653, dated 4th October 1898, I have the honour to report as under.

"2. The Government of India ask for the views of this Government on the suggestion of the Secretary of State, that reformatory schools should be placed under the Director of Public Instruction and at stations where there is no prison. I must admit that I think it would be better for a reformatory school to be placed at a station where there was no prison. A reformatory school must always be regarded to a certain extent as a prison; it is one and ought to be one; but if built close to a prison, a connection between the two is bound to spring up, and the reformatory would suffer in reputation accordingly.

"3. As regards the management of these institutions, I cannot say that I think there would be any better results if they were placed under the Educational Department. These schools must be run, to a certain extent, on prison lines. The inmates are criminals and cannot be treated as ordinary school boys, and it may be presumed that the prison department would be better able to control such places than a department which in no way concerns itself with the management of criminals. I may state, however, that the Educational Department does exercise some supervision over the boys in the Yeraoda Reformatory, inasmuch as its school is inspected annually by an educational officer, and a copy of his report, with remarks by the Educational Inspector, is sent to the Superintendent of the Reformatory and to the Inspector General of Prisons.

"4. As regards paragraph 3 of the Government of India letter I append the statement called for. All boys go through a course of school training, and from the statement it will be seen that 52 out of the 126 boys, at present in the reformatory, are given an agricultural training. These boys are also taught a certain amount of carpentry, as such knowledge would be of use to them.

"5. I have noticed a want of thoroughness about the work, and I think it is due to the boys not caring to learn. They require more encouragement. It is for this very reason that I have, in the report I am now submitting to Government on the subject of the school, recommended that examinations should be held annually in all the subjects taught and that prizes should be awarded. I believe that if the boys had to compete for prizes and thus get to interest themselves in their work, we should turn out better work and better boys.

"6. The statement contains the number of boys released in 1895 and 1896 showing the industries taught to them and those they followed after they left the school. My views on the subject of endeavouring to ascertain what boys are doing after they once leave the reformatory are given in the report I am now submitting. I am very much against any interference with them after they are free. In 1895 of the boys released 9 were taught agriculture and 20 other industries. The result of enquiries into what they were doing after released, showed that one followed agriculture and 12 other pursuits. From statement D in the annual report for 1895 it will be seen that 8 more boys are accounted for, but what became of the remaining 8 boys was not ascertained. They may have left their villages and taken up the industries they were taught in the school. These returns not being accurate are of little value and are obtained at the cost of police surveillance over probably the best boys.

"*Industries followed by the boys at present in the Reformatory School, Yeraoda.*

Carpentry.	Blacksmith's work.	Painting.	Tailoring.	Book-binding.	Agriculture.	Total number of boys at present in the Reformatory School.
25	19	11	3	16	52	126

"*Industries followed by the boys after their release during the years 1895 and 1896.*

<table>
<tr><th colspan="2">Number of boys released during the years 1895 and 1896.</th><th colspan="4">Industries taught at the Reformatory.</th><th colspan="4">Industries followed after release.</th></tr>
<tr><th rowspan="2">1895.</th><th rowspan="2">1896.</th><th colspan="2">Agriculture.</th><th colspan="2">Other pursuits.</th><th colspan="2">Agriculture.</th><th colspan="2">Other pursuits.</th></tr>
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<tr><td>29</td><td>35</td><td>9</td><td>7</td><td>20</td><td>28</td><td>1</td><td>4</td><td>12</td><td>14"</td></tr>
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No. 17. Memorandum from the Director of Public Instruction, No. 5845, dated the 7th December 1898, as follows:—

"The undersigned has the honour to return the papers forwarded with the Secretary's No. 1296 of October 11th, 1898, and to submit reports from the Educational Inspector, Central Division, and the Superintendent, Central Prison, Yeraoda, with which he concurs.

"2. To place a juvenile reformatory within the walls of a prison appears to be very undesirable, but the proposal to entirely disconnect a reformatory from the Jail Department, and to place it under the Educational Department, appears to the undersigned to be still more undesirable, and the undersigned is of opinion that the arrangements made for the Yeraoda Reformatory are such as would probably be most satisfactory in the case of reformatories generally. The Yeraoda Reformatory is not in a prison, but near one, and is not under the Educational Department, but connected with it. To remove the reformatory to a place where there is no prison would be presumably to throw the responsibility for its successful working upon the Educational Department—a department which has not the expert knowledge which the Jail Department possesses, and which seems to be essential in dealing with criminals whether old or young."

Letter from the Educational Inspector, Central Division, to the Director of Public Instruction, No. 5233, dated the 22nd October 1898, as follows:—

"In reply to your memorandum No. 4601 of 1898-99, dated 14th current, I have the honour to state that the Yeraoda Reformatory is already under the Director of Public Instruction as far as the school attached to the reformatory is concerned: it is inspected annually by a Departmental Officer, and a copy of his report, together with any remarks the Educational Inspector thinks fit to make, is forwarded to the superintendent of the reformatory.

"2. The object to be secured by transferring the administration of the institution to this department, is to get rid of the idea of a prison and foster that of an ordinary school in the mind of the public. I think, however, that the mere transference of the institution from one department to another will matter very little in the eyes of the people most affected. A reformatory must from its nature necessarily be in great measure a prison: in fact, the superintendent informs me that it is more dreaded than the prison itself, inasmuch as for seemingly lighter offences boys are detained much longer.

"3. Partaking, as it does, then essentially more largely of the nature of a prison than of an ordinary school, I am respectfully of opinion that it is better that the reformatory should be administered as a whole by an officer who has special experience of similar work and within the scope of whose duties the institution naturally falls.

"4. The accompaniments are herewith returned."

No. 18. Letter from Mr. H. N. Alexander, Acting Inspector General of Prisons, to the Director of Public Instruction, No. 7370, dated 21st November 1898, as follows:—

"As desired in your letter No. 4946, dated 29th ultimo, I have the honour to forward copy of a letter from Captain Jackson, I.M.S., containing his views on the questions raised in the papers forwarded with your letter above quoted and which are herewith returned."

Letter from the Superintendent of the Central Prison, Yeraoda, to the Inspector General of Prisons, Bombay, No. $\frac{6986}{13}$, dated 5th November 1898, as follows:—

"In compliance with your No. 6968, dated 2nd November 1898, I have the honour to state that I do not think that the mere alteration of the administrating department of the reformatory would in any way remove from the minds of the outside public and certainly not from that of the inmates the association of a reformatory with the idea of a prison.

"2. I would point out in addition that, unless the present reformatory were transferred to another station, the old associations will cling to the present buildings near Yeraoda. Nor indeed can I see how all association with a prison is to be removed from an institution where boys are sent for crime and as youthful criminals. Even industrial schools for non-criminal children in England should, I would think, share in this prison taint.

"3. In conclusion I may say that I doubt if the removal of the reformatory to another station and its transference to the Educational Department would at all produce the result desired and the mere transference of direction certainly would not."

From C. W. Bolton, Esq., C.S.I., Chief Secretary to the Government of Bengal, to the Secretary to the Government of India, Home Department,—No. 444P.—D., dated the 29th June 1899. No. 19.

I am directed to submit the following report in reply to your letter No. 424 of the 15th September 1898, requesting that the Government of India may be favoured with the Lieutenant-Governor's views on the suggestion contained in the despatch from the Secretary of State, No. 24 (Judicial), dated the 14th July 1898, that reformatory schools should be placed under the Director of Public Instruction, and also desiring a report on the remarks and suggestions in the second paragraph of the despatch on the subject of the agricultural and industrial training of the boys. I am to explain that delay has been caused by the necessity of obtaining reports from the Inspector General of Jails and the Director of Public Instruction, and of calling for fuller particulars regarding the boys. A statement is annexed showing the industries at present taught to the boys, and how far, from the information available, these industries have been followed after the release of the boys from the schools.

2. As regards the question of placing the reformatory schools under the Education Department, I am, in the first place, to state that the administration of the schools in this province is already to some extent dissociated from the jail administration. The two schools are located at Alipore, near Calcutta, and Hazaribagh, respectively. The Alipore Schoo is under a board of management of official and non-official gentlemen, including the Superintendent of the Alipore Jail, who is the Vice-President of the Board. Although situated close to the jail, it has a separate site and set of buildings, and its management is distinct from that of the jail, its connection with the jail department being such as may be ascribed to the presence of the Superintendent of the Alipore Jail on its board of management, and to the submission of reports through the Inspector General of Jails, to whom the Government looks for advice generally on reformatory questions. The Hazaribagh School is in charge of the Superintendent of the Hazaribagh Central Jail, under the control of the Inspector General of Jails, but it has also a separate set of buildings, at some distance from the jail, and a separate staff. In both cases the reformatories are thus managed separately from the jails, and the endeavour has been to give them, as far as practicable, the character more of schools than of prisons. The institutions are, in respect of education, under the inspection of officers of the Education Department.

3. Both the Director of Public Instruction and the Inspector General of Jails are in accord with the spirit of the proposal that the reformatory schools should be entirely dissociated from the jail department, the Inspector-General remarking that, if this were done, less of a stigma would probably attach to the boys in after-life, and they would be more likely to retain their self-respect and have less difficulty in finding employment. They, however, strongly represent, as a cardinal objection to the change of control, the difficulty of maintaining proper discipline under the officers of the Education Department. Mr. Larymore, late Superintendent of the Alipore Jail, writing as Vice-President of the Board of Management of the Alipore School, also laid great stress on this objection, and was of opinion that for the class of boys confined in the reformatories, who are mostly thieves by habit, and many of whom are violent in temper, and, when in a passion, really dangerous, no discipline short of that now enforced would be sufficient, while the discipline would be likely to grow slack under the administration of educational officers. The Lieutenant-Governor agrees that the necessity for maintaining strict discipline strongly militates against the transfer of the schools to the Education Department, and the requirements of discipline increase with every day. The Reformatory Schools Act of 1897 is already making a material reduction in the number of admissions to the schools, and the Lieutenant-Governor hopes that its effect will shortly be still greater. The reformatories will, therefore, be confined in future to real incorrigibles, and the need of very strong discipline will correspondingly increase. Further, it is probable that the Education Department would give too much regard to the mere literary instruction of the boys. For the class of boys admitted into the reformatories a purely elementary instruction is sufficient and all that is desirable, and the teaching of English has accordingly been discontinued under recent orders of this Government. For industrial training the schools already possess a good staff of instructors, and the results could not be improved if the institutions were transferred to the control of the Director of Public Instruction. A condition to such transfer would be the removal of the schools to stations where no prison exists. I am to observe, however, that no station in this province is without a jail, and that, if a site remote from a civil station were selected, a suitable board of management could not be constituted, and frequent inspections by officials, which are

very desirable, could not be counted on. New buildings would also be required, and the provincial finances are not in a position to meet the expenditure. On all these grounds, the Lieutenant-Governor is satisfied that, as far as Bengal is concerned, no change in the system of supervision should at present be made.

4. The subject of the proper training in industries to be given at the schools is one of considerable difficulty. The results of the enquiries which have been made as to the occupations followed by the boys after their release have been very disappointing, only a very small proportion of them having been found employed in the trades taught at the schools. It must be admitted, therefore, that the training given in the reformatories has had little success. Under the caste system of India, however, this is inevitable, unless arrangements can be made for teaching every boy the hereditary trade of his caste. This is troublesome, and it costs money, and the first thought of the superintendent in every penitentiary in India is to make it pay. The object is excellent, so long as punishment and reform are not subordinated to it, but it is quite clear that in a reformatory this is the very last consideration which should be allowed to have play. The trades taught at Alipore are carpentry, painting and polishing, book-binding, cane-work, blacksmith's work, tin-work and printing, and at Hazaribagh the principal industry is blanket and cloth-weaving, while some of the boys are also taught carpentry, blacksmith's work, tin-work, shoe-making, and tailoring. Among Hindu boys too few are taught trades suited to their castes; but most of the trades are such as the Muhammadan boys should feel no prejudice in carrying on after their release. Nevertheless, the number of Muhammadan boys who make use of their training in the reformatories to earn a livelihood is very small. The explanation is partly to be found in their indolence and disinclination to a regular life, in their want of capital, and in the difficulty which they experience of finding employment. So far as the last cause is concerned some improvement may be attained by more systematic efforts on the part of the authorities to secure employment for the boys on their discharge, and steps in that direction have been taken. But the essential change, in the Lieutenant-Governor's opinion, is to adapt instruction more closely to the hereditary occupation of the boys. It is altogether wrong, for instance, to make weaving practically the whole industry at Hazaribagh, and the Lieutenant-Governor's plans for this province are to concentrate the two reformatories into one, and to use the economies so obtained in a wider range of instruction.

5. There are some trades which cannot be taught. The unskilled toil of the day-labourer can scarcely be developed or improved. A few of the boys at each school have been employed in gardening, and it is wholesome, useful work, which will be persevered in; but ordinary agricultural work is not carried on, nor does the Lieutenant-Governor think it is a very suitable or desirable subject of training in the reformatories. The boys consist of two very different classes—the urban and the rustic—and a training in agriculture for the former class would be useless, while there are very few boys of the latter class whose parents do hold land or who are themselves in the faintest degree likely to do so. The boys of labouring parents appear generally to work as ordinary labourers on their discharge from the schools, and all that can be done for such lads is to teach them some supplementary trades, such as carpentry and cane-work, which may be useful to them and make them handy workmen.

6. The statement desired by the Government of India shows the very small number of boys found on enquiry to be following the trades taught to them at the schools. The enquiries hitherto made, however, have failed to trace many of the boys, owing, it would appear chiefly to their natural desire to avoid general knowledge of their previous detention in a reformatory. It is possible that better results will be obtained by not employing the police for these enquiries, and the Magistrates will be directed to make use of other agency, such as inspecting officers of the Education Department, members of village panchayats, or other persons of respectability who may be willing to give their assistance. Another statement has been attached to this report showing the occupations followed by boys discharged in 1895, 1896, and 1897. Allowance being made for the large number of boys regarding whom information was not obtained, the proportion of boys shown to be actually at work is not unsatisfactory. Both statements have been prepared mainly from figures now furnished by the Inspector General, which do not entirely agree with those of the annual reports, but may be accepted as the more correct.

No. 20.

Statement showing the industries followed by the boys in the Alipore and Hazaribagh Reformatory Schools, during the years 1895, 1896, and 1897, together with particulars of the number of boys ascertained to have followed, after discharge, the industries taught them.

Name of School.	Industries taught in School.	1895. Total number of boys.	1895. Average number of boys taught each trade.	1895. Number of boys released.	1895. Number of boys who were traced on enquiry.	1895. Number of boys who were found following the trade they learnt in the schools.	1896. Total number of boys.	1896. Average number of boys taught each trade.	1896. Number of boys released.	1896. Number of boys who were traced on enquiry.	1896. Number of boys who were found following the trade they learnt in the schools.	1897. Total number of boys.	1897. Average number of boys taught each trade.	1897. Number of boys released.	1897. Number of boys who were traced on enquiry.	1897. Number of boys who were found following the trade they learnt in the schools.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Alipore School.	Blacksmith's work		13			3		10			1		13			2
	Book-binding		58			...		61			1		53			...
	Printing		9			...		10			1		8			1
	Carpentry }		88			4		84			4		61			2
	Painting and polishing }	276	...	62	34	...	283	...	80	57	1	279	...	66	39	...
	Cane-work		17			...		16			2		15			...
	Tinsmith's work		4			...		5			...		7			...
	Gardening		11			...		12			...		12			...
Hazaribagh School.	Blacksmith's work		9			...		8			...		9			1
	Carpentry		37			...		32			...		35			...
	Blanket-weaving		112			...		120			...		110			...
	Shoe-making		8			2		11			2		12			1
	Tinsmith's work	405	4	68	34	-	412	3	74	46	...	417	4	72	32	...
	Cloth-weaving		36			...		45			...		76			...
	Tailoring		10			1		9			...		15			...
	Gardening		7			1		26			1		19			...

The number of boys shown as traced on enquiry excludes those who were found to have died or to be in jail.

No. 21.

Statement showing the occupations followed by the boys of the Alipore and Hazaribagh Reformatories after release, and other particulars, for the years 1895, 1896, and 1897.

	Alipore School. 1895.	Alipore School. 1896.	Alipore School. 1897.	Hazaribagh School. 1895.	Hazaribagh School. 1896.	Hazaribagh School. 1897.
1	2	3	4	5	6	7
Blacksmith's work	2	1	2	...	...	1
Book-binding	...	1	...	...	...	...
Printing	...	1	1	...	...	...
Carpentry, including painting and polishing	4	5	2	1	1	...
Cane and bamboos work	...	2	...	...	1	...
Tin work	:..	...	...	...	...	...
Shoe-making	1	...	...	...	1	1
Tailoring	1	2	...	1	1	...
Cloth-weaving	...	...	...	...	1	...
Goldsmith's work	1	...	1	2	...	...
Mason	1	2	...	...	...	...
Mill-hands	1	1	4	...	...	...

Statement showing the occupations followed by the boys of the Alipore and Hazaribagh Reformatories after release, and other particulars, for the years 1895, 1896, and 1897—contd.

	Alipore School.			Hazaribagh School.		
	1895.	1896.	1897.	1895.	1896.	1897.
1	2	3	4	5	6	7
Shop-keeping	...	...	...	2	3	...
Agriculture	6	8	9	3	8	6
Gardening	...	...	...	1	1	...
Day labourers and private service	13	23	17	21	22	19
Government service	...	...	...	...	3	...
Teacher	...	...	...	...	1	...
Priest	...	...	...	1	...	...
Hakim	...	...	...	1	...	...
Studying	1	1	1	1	1	...
Sweeper	...	...	...	...	2	...
Begging	...	1	...	...	...	...
Maintained by parents and relatives	2	5	1	...	...	...
Viewed with suspicion	1	4	1	...	...	5
In jail	4	7	6	4	1	5
Died	2	...	1	2	2	1
Not traceable, emigrated to other districts or reports not received	22	16	20	28	25	34
Total	62	80	66	68	74	72

No. 22.

From L. M. Thornton, Esq., Secretary to the Government of the North-Western Provinces and Oudh, Judicial Department, to the Secretary to the Government of India, Home Department,—No. 1363, dated the 15th May 1899.

In continuation of the letter from this Government, No. 3015, dated the 11th October 1898, I am directed to submit a statement furnished by the Inspector General of Prisons in these provinces, showing the number of boys at present confined in the reformatory school at Bareilly and those who have been released, according to the occupation followed by them.

2. I am to say that, in addition to those who for special reasons are taught nothing but agriculture, all boys after their first year at the reformatory, spend half their time in learning agriculture, being employed in the farm and in the factories on alternate weeks.

3. With regard to your No. 540, dated 16th November 1898, in which the opinion of this Government was asked upon the suggestion of the Secretary of State that the course followed in Madras of placing the reformatory under the department of education, and at a station where no jail exists, should be adopted in these provinces, I am directed to state that the Lieutenant-Governor, having consulted experienced officers and native gentlemen, finds opinions on the subject much divided. The views of the most experienced European officers are against transfer of the institution to the Educational Department. The native gentlemen consulted, on the other hand, are in favour of it. Sir Antony MacDonnell himself is in favour of the transfer, at all events as an experiment to be fully tested. His difficulty, however, lies in finding a home for the reformatory which shall not be situated at the same station as a jail. His Honour thought that such a home might be found in the Chunar fort, and with this object he visited the fort in March last, but found that it is in some respects not well suited for the purpose. While he was considering the matter cerebro-spinal fever again made its appearance in the Mirzapur jail, necessitating its total evacuation, and, as a temporary measure, the removal of the prisoners to the Chunar fort. The plan of distributing the prisoners among other jails in the provinces was considered, but abandoned as undesirable.

4. The transfer of the reformatory to the Educational Department coupled with its removal from Bareily must, under the above circumstances, be postponed for at least six months. It will be taken up again when the fort at Chunar becomes available, and a further report will be submitted. All that the Lieutenant-Governor desires to say at present is that he is in favour of transferring the reformatory to the Educational Department as an experiment; but that, as the only place in these provinces in which the experiment can, without great expenditure, be carried out under the conditions suggested by the Government of India is Chunar fort, and as the fort is at present occupied, the experiment must be postponed for the present.

Statement showing the number of boys at present confined in the Reformatory School, Bareilly, and those who have been released, according to the occupation followed by them. No. 23.

	Carpenter and blacksmith's work.	*Dari* and carpet weaving.	Tailoring.	Shoe-making.	Cane work.	Agriculture.	Not traceable.	Following other occupations.	Total.	REMARKS.
Distribution of boys on factory work at present confined in the reformatory.	21	21	16	30	130	27	...	...	245	* In service . . 18 Seeking employment 7 Keeping shops . . 6 *Jajmani* work . . 1 Attending school . 1 Re-imprisoned . 18 Died 2
Occupation of the boys released from the reformatory.	2	...	4	3	4	37	48	*53	151	TOTAL . 53

C. MACTAGGART, M. A., M. B., MAJOR, I. M. S.,
Offg. Inspector-General of Prisons, N.-W. P. and Oudh.

From D. H. R. TWOMEY, Esq., I.C.S., Officiating Secretary to the Government of Burma, Judicial Department, to the Secretary to the Government of India, Home Department,—No. 266—11 J.—2, dated the 13th January 1899. No. 24.

I AM directed to acknowledge the receipt of your letter No. 425, dated the 15th September 1898, regarding the administration of reformatory schools. The Government of India ask for (*a*) the views of the Lieutenant-Governor on the suggestion that reformatory schools should be placed under the Director of Public Instruction and at stations where there is no jail, and (*b*) a report concerning the present system of agricultural and industrial training in the Insein Reformatory School.

2. His Honour has consulted the Director of Public Instruction and the Inspector General of Jails on the subject of your letter, and copies of the replies* received from these officers are now submitted for the information of the Government of India. The replies contain the statistics called for in paragraph 3 of your letter. The information supplied by the reformatory committee as to the occupation of boys after release relates only to boys released in 1897, and even for them is imperfect. Instructions have been issued for the inclusion of similar statistics in future annual reports and endeavour will be made to obtain more precise information than is furnished in the statement now submitted.

* Letter No. 4246—65-G., dated 21st November 1898, from Director of Public Instruction.
Letter No. 7062—30-A. (with enclosure), dated 6th December 1898, from Inspector General of Jails.

3. As regards (*a*) in paragraph 1, I am to remark that up to 1896 the provincial reformatory school was located at Paungde (Prome district), where there is no jail. At the end of that year the inmates were transferred to the new reformatory at Insein, and the considerations which influenced the local administration in selecting the new site were reported in the Chief Commissioner's letter No. 36-11 J.=4, dated the 5th October 1896, to the Home Department. In order that continuous supervision might be exercised by the head of the jail department and the committee of visitors (most of whom live at Rangoon), it was

felt that the reformatory should be near Rangoon. The vicinity of the Insein Jail was chosen because the reformatory could be economically built by jail labour, and when occupied could be regularly supervised by the superintendent of the jail. Proximity to Rangoon was also desirable in order that a good market might be at hand for the disposal of the agricultural and industrial products of the reformatory. I am to submit that owing to the comparatively recent erection at large expense of the new reformatory at Insein, the question of sites so far as this province is concerned is one of only abstract interest. Looking at the subject generally, however, His Honour thinks that it is impossible to detach from a reformatory school the stigma of a prison, and he is doubtful whether it is desirable to do so, at any rate in India. It seems to His Honour that the prison element is necessary, not merely as a deterrent to potentially criminal youths outside, but for the enforcement of rigorous discipline among the actual inmates, most of whom are *ex hypothesi* depraved. Severe discipline appears to be essential as a groundwork for such further reformation as may be accomplished by industrial training and other physical or mental education, and for this purpose I am to submit that the control of an officer accustomed to deal with convicts is likely to be more effective than that of an officer of the Education Department. It is only with the former that the repression of unruly tendencies is likely to be the chief aim. At Paungde discipline was somewhat lax as the control of the jail department was necessarily intermittent. The discipline of the present reformatory is satisfactory. Believing that the prison element cannot be eradicated or even lessened without detriment to the objects for which reformatory schools exist, His Honour agrees with the committee of visitors that "it is of no consequence that the reformatory be in the same station as a jail, if it be in a separate enclosure" (as it is at Insein). The reformatory has no connection with the jail except that the two institutions are controlled by the same officer, and that the medical subordinate of the reformatory is a hospital assistant employed also in the jail. It is not from its proximity to the jail, but from the discipline enforced within its own walls, that the reformatory school is associated in the minds of the boys and in the public estimation with the idea of a prison.

4. As regards (*b*) in paragraph 1, I am to say that while His Honour, for the reasons above explained, does not advocate the transfer of control to the Director of Public Instruction, he believes that the industrial training of the inmates is capable of extension and improvement. Few of the boys after release appear to follow the trades at which they are employed in the reformatory, and the reason is probably that the trades are not properly taught. It should not be impossible for the officers of the Education Department without assuming the control and responsibility for discipline and administration, to supervise the course of technical training and bring about the required improvement. Doctor Hall's criticisms of the system of training in the Bareilly School apply with little modification to the Insein School, and His Honour concurs in Dr. Hall's suggestions for imparting more thorough technical knowledge. The Director of Public Instruction is already a member of the committee of visitors of the Insein Reformatory School. He will now be instructed to enquire fully into the system of industrial training in the school, and to submit proposals for improving it on the lines suggested by Dr. Hall.

No. 25. From J. VAN SOMEREN POPE, Esq., Director of Public Instruction, Burma, to the Secretary to the Government of Burma,—No. 4246—65-G., dated the 21st November 1898.

IN reply to your Judicial Department letter No. 130—11 E.—11, dated the 10th October, I have the honour to state that the delay in replying has been due to the collecting of the statistics herewith sent, as to the present occupation of the boys who have left. The list is imperfect, and is for 1897 only.

It will be observed that the information is obtained through the District Magistrates, and this, to my mind, is the strongest argument in favour of the suggestions put forward by the Secretary of State. Information through a District Magistrate means information through the police. Once a lad has to make a fair start in life under police supervision, his chances of earning an honest livelihood are considerably reduced.

At Insein we are fortunate in having a separate building for the reformatory, though unfortunately it is next door to the jail and has all its warders dressed in the uniform that jail warders have. It is in fact a miniature jail. I am strongly of opinion that the work of reformation cannot be carried on with as much success as one would like when the place of detention is associated, in the minds of the boys and of the public, with the idea of a prison.

The place of detention should be what its name signifies—a reformatory *school;* and I am strongly in favour of placing it under the Director of Public Instruction, instead of under the Department of Prisons.

In the accompanying list the occupations in the school are given, but I think that the industrial side is capable of considerable and useful extension.

At present there is a very good school (vernacular) teaching up to standard VII, and the occupations followed are gardening, tinsmith's work, cane-work, and carpentry and polishing, all on a small scale. Over here we are not troubled with the question of caste, but an examination of the statistics given shows that the lads on release have not always followed the industries they were put to in the school. The teaching is on such a small scale that it cannot afford a lad the means of competing with those carrying these occupations outside. This combined perhaps partly with the desire on the part of the boy to hide himself, leads him to take to some other occupation where his antecedents will not be recognized if the police will only leave him alone.

School No.	How employed while under detention in the reformatory.	How employed after release from reformatory.
239	Garden	Gone to India.
241	Carpenter	Carpenter.
252	Garden	Cannot be found.
254	Tinsmith	Ditto.
261	Garden	Cooly.
273	Do.	Clerk.
275	Do.	Boiler-cleaner.
276	Do.	No report.
279	Do.	Sweeper.
285	Do.	Working honestly.
293	Carpenter	Ditto.
298	Do.	Ditto.
302	Tinsmith	To jail.
315	Carpenter	Honest means.
325	Polisher	Cannot be found.
327	Tinsmith	High School, Bassein.
328	Carpenter	Honest means.
329	Polisher	Cannot be found.
330	Carpenter	Ditto.
331	Sweeper	Ditto.
334	Tinsmith	Cooly.
349	Cane-work	Ditto
351	Sweeper	To jail.
368	Tinshop	Trader.

Employment of boys under detention in the reformatory.

	Boys.
Garden	25
Sweepers	4
Cooks	3
Carpenters, Cane-workers, Polishers	22
Tinsmiths, Painters	27
Chopping wood, Drawing water	4
Cleaning hospital, Cutting grass, Earth-oiling	3
TOTAL	88

No. 26.

From COLONEL D. SINCLAIR, Inspector General of Jails, with Civil Medical Administration, Burma, to the Secretary to the Government of Burma,—No. 7062-30 A., dated the 6th December 1898.

IN reply to your Judicial Department letter No. 834-11 J.—11, dated 26th September last, I have the honour to submit, with its annexures, the enclosed letter from the Secretary to the reformatory committee, Insein, and to observe as follows.

2. A few years ago, when it was decided to abandon the reformatory at Paungde and to establish the institution at Insein, due consideration was given to the opinions held by authorities in England and elsewhere as to the undesirability of associating the latter with the Insein jail; hence the two, though located in the same station, were kept apart, each being provided with its own site and grounds and with separate establishments, except that the superintendent of jail is *ex-officio* secretary to the reformatory committee and that one of the hospital assistants attached to the jail affords medical help to the school. For economical reasons it was undesirable to provide more than one reformatory school for the province, and proximity to the town of Rangoon appeared to afford greatest general convenience, as, for example, the facilities for the monthly assembly of the committee of visitors, and for the disposal of manufactures and the output of the garden and farm. An elevated site for the dormitories and other school buildings was required, and this, with other advantages over the majority of places in the vicinity of Rangoon, led to the selection of Insein as most suitable for the institution of a reformatory. The stigma attaching to the association of a reformatory with a prison might possibly have been more completely avoided by going elsewhere, but the advantages of Insein outweighed this consideration, and it must be remembered that a prisoner in England occupies a very different position in public estimation from that held by a prisoner in this country. Still, on general principles, I incline to think it preferable that reformatory schools should be located at stations where there is no prison, and on similar grounds that such schools should be placed under the Director of Public Instruction, provided he has the requisite qualifications and has experience in agricultural and industrial training.

3. The information given in the letter from the secretary to the reformatory committee regarding the agricultural and industrial training of the boys in the Insein reformatory is somewhat meagre, and I regret I am not in a position to make it as complete as it might be. The statement annexed to the letter just cited shows, as far as possible, how the 23 lads discharged in 1897 were employed; many are usefully engaged, but only one is clearly shown as following the calling on which employed in the reformatory.

Gardeners	25
Carpenters, Cane-workers, Polishers	22
Tinsmiths, Painters	27
Chopping wood and pumping water	4
Sweepers	4
Cooks	3
Cleaning hospital, cutting grass, and earth-oiling	3
TOTAL	88

The statement in the margin shows how the present 88 inmates are engaged. Regarding these the superintendent, in replying to special enquiries under this head, after explaining that only a small number can be employed in agriculture till the site is cleared of jungle, simply observes, "some of them are good workmen." In a separate communication on the same subject the secretary to the reformatory committee says "At presnt agricultural work at the reformatory has to be carried on under great difficulties. Thus the land is unsuitable for the cultivation of almost all vegetables and crops without heavy manuring; and is, moreover, encumbered with brickbats and all sorts of *débris* thrown out there during the building of the reformatory. The difficulty of obtaining sufficient water is also at present a great obstacle." Since the occupation of the new premises, there has not been time to get things into proper working order. Farming and gardening will ultimately be the chief industries taught, though I believe it is the intention of the committee to continue to apprentice to a trade such lads as show special aptitude. There is a wide field for honest industry of almost any description in this province, in which the struggle for existence among the lower orders cannot be said yet to have begun. If youthful offenders detained in a reformatory are purged of their evil habits and are provided with a fair education and a good stock of health and energy, they need encounter no difficulty here in earning an honest livelihood. The services of skilled artizans or skilled labour of any kind will everywhere command a higher figure than labour required for agriculture, but obviously a good deal might be urged against the special amelioration, socially or financially, of the life and conditions of lads reared at the expense of the State in reformatories.

From SURGEON-CAPTAIN C. E. WILLIAMS, Secretary to the Reformatory Committee, Insein, to the Inspector General of Jails, Burma,—No. 414-11, dated the 21st November 1898.

WITH reference to the first paragraph of Judicial Department letter No. 834-11 J.—11, dated the 26th September 1898, from the Secretary to the Government of Burma to your

address, received with your memorandum No. 5729-30 A., dated the 4th October 1898, I am directed to forward an extract from the minutes of a reformatory meeting.

With reference to the second paragraph of the same letter, I have the honour to forward a statement showing how the boys released during 1897 were employed while under detention in the reformatory; also showing how or what they are doing after release, according to information received from the several District Magistrates in whose districts the lads reside.

The contents of paragraph 3 are noted for future guidance. The enclosures received with your above-quoted memorandum are herewith returned as requested.

* * * * *

READ—

From the Secretary to the Government of Burma, to the Inspector General of Jails, Burma,—No. 834-11 J.—11, dated the 26th September 1898.

The committee consider that it is of no consequence that the reformatory be in the same station as a jail, if it be in a separate enclosure. The committee are not prepared to recommend that the control of the reformatory school should be transferred from the Inspector General of Jails to the Director of Public Instruction.

The Secretary is requested to supply the information called for in paragraph 3 of the Secretary to the Government of India's No. 425, dated 15th September 1898.

* * * * *

Boy's school Number.	How employed while under detention in the reformatory.	How employed after release.
239	Gardener	Gone to India.
241	Carpenter	Carpenter.
252	Gardener	Cannot be found.
254	Tinsmith	Do.
261	Gardener	Cooly.
273	Do.	Clerk.
275	Do.	Boiler-cleaner.
279	Do.	Sweeper.
285	Do.	Working honestly.
293	Carpenter	Do.
298	Do.	Do.
302	Tinsmith	In jail (for cattle-theft).
315	Carpenter	Honest means.
325	Polisher	Cannot be found.
327	Tinsmith	High school.
328	Carpenter	Honest means.
330	Do.	Cannot be found.
331	Sweeper	Do.
349	Cane-worker	Cooly.
351	Sweeper	In jail (for house-breaking).
334	Tinsmith	Cooly.
368	Do.	Trading.
329	Polisher	Cannot be found.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner of the Central Provinces, to the Secretary to the Government of India, Home Department,—No. 3760, dated Nagpur, the 23rd May 1899.

I am directed to submit the following reply to your letter No. 426, dated 15th September 1898, asking for certain information concerning the Jubbulpore Reformatory School, and for the Chief Commissioner's opinion in certain suggestions regarding reformatory schools generally.

2. The reply has been delayed on account of the difficulty experienced in collecting information regarding the subsequent history of boys discharged from the school, which was called for in paragraph 3 of your letter. A statement embodying this information is appended, and the information required regarding the industries followed by the boys at present in the school is given in the statement appended to the enclosed letter, No. 1963, dated 24th March, from the Inspector-General of Police, in paragraphs 6—9 of which will be found an explanation of the system of training. I am also to forward copies of letters from the Commissioner of the Jubbulpore Division (No. C.—64, dated 16th December 1898), and from the Inspector General of Education (No. D.—654, dated 10th February 1899).

3. The officers whom the Chief Commissioner has consulted on the question raised by the Secretary of State are unanimous in thinking that it matters little under what department the school may be placed, provided the superintendent is carefully selected and is in every way qualified for the post. The Chief Commissioner agrees as to the cardinal importance of having a good superintendent. The question of department is virtually a question of whether the institution should be inspected, and the superintendent controlled, by the Inspector General of Education or by the Inspector General of Prisons. If we were attempting to fit the boys to earn their livelihood by a literary or commercial education he would prefer the former. But as the training is to be in practical handicrafts, he thinks that the latter is generally more likely to be the better agency. To the sentimental objection to associating the school with the jail department he does not attach much weight.

4. As to the question of locality the Chief Commissioner again agrees with the officers consulted, that the fact that there is a jail in the same station need have no prejudicial effect on the school whatever. No connection or communication between the two institutions need be or should be allowed.

5. Statement A shows that at present agriculture is not taught to any great extent, only 23 boys out of 181 being employed in the reformatory garden. It has been suggested to the Chief Commissioner that the teaching of agriculture should be extended, more land being acquired for this purpose. But Mr. Ibbetson is opposed to any attempt to teach agriculture in an institution of this sort. He agrees with the Inspector General of Police that it cannot be done successfully. The boys might indeed be taught the operations of ploughing, sowing, weeding, and reaping. But it would be impossible to impart to them the traditional lore which is the most valuable part of an Indian cultivator's equipment.

6. It may perhaps be gathered from the Inspector General's letter,—and it must be admitted to be the fact,—that the past management of the school has not been wholly satisfactory. It has been much hampered by its association with the school of industry, and the tendency has been to pay undue attention to profits, and to make the instruction of the boys a secondary consideration. During the past year, however, the two institutions have been virtually separated, and the separation will shortly be made complete by the transfer of the school of industry to the jail. The instruction of the boys was put upon a thoroughly practical basis by Captain Jennings, I.M.S., who held charge as superintendent for eight months in 1898, and the Chief Commissioner thinks that we may shortly look for greatly improved results.

7. The apprentice system, referred to in paragraph 12 of the Inspector General of Police's letter, appears to the Chief Commissioner to be certainly worth trying. It could be applied only to boys of fairly good character, and one of its advantages would be, that it would enable us to remove such boys from association with the thoroughly vicious lads, of whom there must always be a certain number in a reformatory.

8. The instructions conveyed in paragraph 4 of your letter have been communicated to the Inspector General of Police.

Statement showing the subsequent history of boys discharged from the Jubbulpore Reformatory School since its institution. No. 28.

Total number discharged.	Number who are known to have gained employment in			Number known to be unemployed.	Number of whom nothing is known.	Number re-convicted.
	Agriculture.	Handicrafts.	Others.			
(a) 98	(b) 11	9	(c) 24	1	39	14
	44					

(a) Omitting 1 who died and 2 who were released on appeal.
(b) Including agricultural labourers.
(c) All unskilled.

NAGPUR; The 23rd May 1899.

J. B. GODFREY, for *Chief Secretary.*

From R. E. ACKLOM, Esq., Inspector General of Jails, Central Provinces, to the Assistant Secretary to the Chief Commissioner of the Central Provinces,—No. 1963, dated the 24th March 1899. No. 29.

In reply to your No. 1786 of 14th current, I have the honour to say that there has been great delay, mostly unavoidable, in procuring information about released boys from Deputy Commissioners.

2. The information now furnished by the superintendent does not agree with that furnished by the Commissioner, and a further reference has become necessary. The table furnished by the Commissioner is not correct in at least one particular, *viz.*, conviction of boys after release; it does not include one conviction in Seoni in the end of last year of a boy whom I saw when inspecting that jail in December. In the meanwhile I append a statement showing employment of boys on 1st November last.

3. The position of the reformatory as a reformatory has been complicated from the first by the presence in it of the tent factory. In fact the name of the institution only was changed and it remained the school of industry. I drew attention to this on my first visit to it after taking over charge of this appointment and have done so subsequently.

4. The idea in the beginning was to utilize the boys in the tent factory and to give them permanent employment in it on release. But I found this idea was not being fulfilled, for the reason that the boys would not always join the factory after release, and that of those that did join, the majority disappeared after a time, possibly because they did not like permanent association with the place of their confinement and the restraint and supervision to which they were still subjected.

5. Moreover, the idea was one destined to failure in the near future, as the terms of confinement lapsed and the releases became yearly more numerous; for it is obvious that the tent factory could not find employment for more than a certain number; and those for whom work in the factory could not be found would be sent adrift without having learnt any industry by which to earn a livelihood.

6. During the last year the boys have not been employed in the tent factory. The tailors' shop, which formerly meant merely the sewing of tents, is now a real tailors' shop, and the boys in it are at present cutting out and sewing clothes for the reformatory and they will be competent tailors when released.

7. In the same way the leather-workers instead of merely cutting out and sewing leather for the tents, are cutting out and making shoes which find a ready sale in the bazar; and they are to make the shoes for the warder staff of the jail department. In the weaver's shop the cloth for the clothes of the boys is being woven as well as cloth for sale. Both these are being worked as hereditary industries, and the boys will not only have learnt them thoroughly, but they will have learnt their hereditary industries and will have no caste opposition to face on release.

8. The drawback to the other industries, *e.g.*, the carpenters' and blacksmiths' shops, which employ 31 and 33 boys, respectively, is that although the boys can and will be thoroughly

taught the work, the majority of them will have learnt industries which they will not be able to practise outside.

9. I should say in explanation that the boys shown as employed in some of the minor industries in the accompanying table are not permanently so employed, but are changed from time to time. It will be seen from this table that the presence of the tent factory still makes itself felt, as three boys are shown as printing chintz and four as "Khalasis." There will always be a tendency to lapse to the old and easy ways of employing the boys in the tent industry so long as the factory is part of the reformatory. I believe, however, that the Chief Commissioner has now under consideration a proposition for the transfer of the tent factory to the Central Jail.

10. The Commissioner of Jubbulpore has suggested that the commencement in teaching hereditary industries already made, should be followed by adding agriculture to the industries to be taught. But the situation of the reformatory in the civil station surrounded by the houses of Europeans, and close to the city, to my mind forbids the experiment. Gardening is being taught, *i. e.,* the raising of flowers and vegetables, and I think it would be possible to turn out satisfactory " malis " so far as caste will allow. But agriculture is on a different footing and demands a different local situation or different methods.

11. If I am asked if the reformatory has not been a success, I answer No. I do not think it has, as a reformatory, though as a place of confinement for boys, it has been infinitely superior to a jail, than which no place could be worse for boys. If am asked if I do not think it will be a success now that the reforming principle is recognized and is being acted on, I again reply I do not think it will be. So long as the boys are confined, and the industries limited to what can be taught in confinement, so long shall we be warring against the social customs of the country and be defeated.

12. I may be asked then what remedy I propose. I was lately talking over the matter with the Commissioner of Jubbulpore, Mr. Fuller, who takes an interest in the reformatory and who has written much useful criticism on it; and I found we were practically in full agreement as to the methods to be adopted. It is, I think, the apprenticeship system which should be developed; and premiums should be offered with the boys of fit age, to help the development. The cost of maintenance per head last year was Rs. 55; so that Government could afford to offer up to, say, Rs. 3 per mensem with each boy. Escape of a boy from his master, or misconduct with which the master did not feel able to deal, should be punishable with whipping by any Magistrate or by the Superintendent of the Reformatory. And periodical inspection of the boys by police officers in charge of police stations should be made. It is among their own caste people and living their natural life that these boys, when of age to work, can best be reformed and brought up to labour for their living; and not in the confinement and artificial existence of the reformatory school. The boys will then be used to liberty before their day of absolute release and will not be suddenly given their liberty after five or seven years' close confinement and be expected to make a good use of it, as at present.

13. But whether the reformatory remains as it is or not, it is, I submit, the superintendent who will make or mar it; it cannot be made by rules and regulations only. It is personal care and interest in the boys extending after their release combined with their firm judicious treatment *as boys* that is wanted. And I do not see how this object will be attained by the transfer of the reformatory from the jail department to the education department. In either case an official liable to change at any time is and will be *ex-officio* superintendent irrespective of his qualifications for the appointment.

14. I recommend that an uncovenanted medical officer, who has earned his pension, be *selected* for the post of superintendent and be given an allowance of, say, Rs. 200 for the reformatory and Rs. 100 (the present allowance) for medical charge of the central jail. Probably such an officer would be glad to settle down in Jubbulpore with such an addition to his pension. Surgeon-Major Mitchell, who has just retired from the post of Civil Surgeon at Narsinghpur, would have made an excellent reformatory superintendent I think, and so would Lieutenant Prentie, now Civil Surgeon at Bhandara, make an admirable superintendent. I quote these two officers as examples of the class of officer I mean. And such an arrangement would be equally satisfactory for the central jail; for such an officer would have more time to devote to the large population of the jail than can possibly be given by the Civil Surgeon of so big a civil station and so important a district as Jubbulpore.

15. The statement of employment of boys who have been released will follow in a few days.

Statement showing the number of boys and how employed in the Jubbulpore Reformatory on the 1st November 1898.

Date.	Total number of boys in the reformatory this morning.	Number unemployed—sick.	Reformatory servants.			Reformatory garden.	Manufactures.														Number admitted.	Number discharged.	Superintendent's initials.
			Sweeper.	Cooks.	Total.		Carpentry.	Black smith's work.	Khalasis.	Cane articles.	Masonry.	Printing chintz.	Dye shop.	Shoe-makers.	Painting.	Tailors.	Teasing wool.	Weaving woollen carpets.	Weaving cloth.	Total.			
1st November 1898 . . .	181	3	1	2	3	23	31	33	4	1	3	3	2	19	1	34	4	4	13	152	...	...	

R. E. ACKLOM,

Inspector General of Jails,

Central Provinces.

No. 30. From J. B. FULLER, Esq., I.C.S., C.I.E., Commissioner, Jubbulpore Division, to the Assistant Secretary to the Chief Commissioner of the Central Provinces,—No. C.-64, dated Jubbulpore, the 16th December 1898.

Referring to your endorsement No. 7138, dated the 11th October last, in regard to certain proposed modifications in the management of the Jubbulpore Reformatory School, I have the honour to submit that success or failure seemingly depends more on the character and qualifications of the officer placed in charge of the school than on the particular department to which the school may be attached. To control and improve a number of boys containing an admixture of more or less hardened criminals requires qualities for which we can hardly look to the officers of any Government Department as such. Sympathy is essential as well as firmness and powers of organisation, and it is desirable that to these qualities be added a turn for mechanics. I consider it advisable that the post of superintendent should be filled by special selection, and that if this can be arranged, the particular quarter from which departmental control is to be exercised is a matter of minor importance. It might be possible to attain this end were the office of superintendent amalgamated with that of Cantonment Magistrate, Jubbulpore. Were this found possible, it might be well to place him in his capacity of school superintendent under the control of the Educational Department.

2. I venture to doubt whether the fact that the school is situated not far distant from a jail is likely to affect the boys prejudicially. The Jubbulpore School is not in the close vicinity of the jail, and it would seem a pity to move it. But there should be no communication between the two institutions, and the practice of permitting prisoners to assist in performing menial work at the school should certainly be stopped.

A much more serious difficulty arises in my humble judgment from the admixture of boys of settled criminal habits with boys who have slipped into crime. Of 183 boys now in the school, 94 have no previous conviction, 10 have been convicted three or more times, 24 have two previous convictions, and 55 one previous conviction. The rules contemplate that only those boys should be sent to the school who have taken a criminal turn but have not developed criminal habits. The distinction is rather a fine one to draw, and it does not seem to have been drawn properly in the past.

3. As to the course of technical instruction followed, it has in the past been very defective, and I may mention that within the last month two boys recently discharged have applied to me for employment, having apparently acquired no special knowledge or skill whatever. The following figures cannot be considered satisfactory :—

YEAR.	Number of boys discharged.	NUMBER WHO ARE KNOWN TO HAVE GAINED EMPLOYMENT.				Number known to be unempleyed.	Number of whom nothing is known.	Number since re-convicted.
		Agricultural.	Handicraft.	Other.	Total.			
1894	5	...	..	...	...	...	3	2
1895	18	1	1	7	9	...	3	6
1896	33	4	...	12	16	1	12	3
1897	14	...	...	4	4	1	7	2
1898	3	1	...	5	6	...	23	...
TOTAL .	100	6	1	28	35	2	48	13

The number of re-convictions has been decreasing, and this is a good sign. But only one boy out of a hundred is known to have gained employment as a craftsman. Our object is to fit a boy for earning a livelihood after his discharge. I would then make it a rule that no handicraft is to be taught a boy other than the hereditary handicraft of his caste, save in cases where admission to a factory or workshop can be secured for him on discharge. In such places caste counts for little. Boys who have no hereditary craft, or for the teaching of whose hereditary craft there are no facilities, should be taught field-work or gardening Most castes will practise agriculture if they have the chance, and there is a very great demand for trained *malis*. At present there are no systematic arrangements for teaching boys field or garden work. I have recently, in the superintendent's company, selected a piece of ground very well fitted for the purpose, and have submitted a recommendation that it should be taken up and worked by the school.

4. I venture to submit, with deference, that there are two modifications which might be advantageously made in the law. One of them should empower Government to bind a boy down as an apprentice for the last two years of his sentence, paying a monthly allowance to

the person who takes charge of him. The other should empower Government in the case of first convictions to dispense with school confinement altogether and to bind the boy down as an apprentice from the first. The cost would not exceed that now incurred, and though it is impossible to express a decided opinion as to the feasibility or success of such apprenticeships, till they have been tried, I think that the scheme deserves a trial. I see that it has been referred to with some approval by the Inspector-General of Prisons in the North-Western Provinces.

From A. MONRO, Esq., Inspector General of Education, Central Provinces, to the Chief Secretary to the Chief Commissioner of the Central Provinces, No. 654-D., dated the 10th February 1899. No. 31

WITH reference to Secretariat endorsement No. 7137, dated the 11th October 1898, I have the honour to offer the following remarks :—

1. As regards the general question of the transfer of the management of the Reformatory School, Jubbulpore, to the Educational Department, there can, I take it, be no doubt that on *a priori* grounds it is more fitting that the institution should be under the Educational Department, seeing that this department is more concerned with moral reformation than the Police and Prisons Departments, the function of which is rather the detection and punishment of crime. It seems to me, however, that the question under which department the school should be placed is of less importance that the actual management and the selection of the right man as head or superintendent, of the institution. From a brief inspection of the school the other day, I was led to the conclusion that the management was not altogether satisfactory, certainly less satisfactory than that of the reformatory school, Chingleput, Madras, which is under the Educational Department, but this is, I believe, due rather to the fact that it is managed on lines too economical to be consistent with efficiency than to the fact that it is under the Police and Prisons Departments. The Superintendent of the Jubbulpore Jail is also Superintendent of the Reformatory and Cantonment Magistrate. It is, I submit, impossible for one man to discharge these triple duties with any reasonable expectation of success. Whether, therefore, the school is transferred to the Educational Department or not, I am of opinion that a larger expenditure of money on the staff is absolutely necessary if it is to be properly managed.

2. If it be decided to transfer the school to the management of the Educational Department, I would, in the first place, suggest the appointment of a separate superintendent, say a Surgeon-Captain on the pay of his rank. This officer might also be entrusted with the duties of Cantonment Magistrate, and might also, if necessary, relieve the Civil Surgeon, Jubbulpore, of some of his duties in connection with the sanitation of the city. The Superintendent of the Reformatory School in Madras is the Civil Surgeon of the town of Chingleput. He receives an allowance of Rs. 100 per mensem for performing the duties of superintendent of the reformatory. I do not think that a similar arrangement could be carried out in Jubbulpore. The Civil Surgeon in that city could not possibly undertake the charge of this school in addition to his own duties. The subordinate staff, that I would suggest, might be as follows :—

	Rs.	
A European pensioned Sergeant from Rurki	100	with free quarters.
Factory Clerk	25—50	
Carpenter	15—20	
Blacksmith	12—15	
Weaver	12—15	
Mochi	12—15	
Mali	12—15	

The Inspector General of Police and Prisons has not furnished me with figures showing the cost of the present staff, so that I am unable to compare it with the proposed scale. That scale, I may add, was suggested to me by Doctor Jennings, formerly acting superintendent of the reformatory. The educational staff, the monthly cost of which is Rs. 39 per mensem, might remain as it is.

3. As regards the present financial position of the school, I append a statement which was supplied by the Inspector General of Police and Prisons. I gather from this that the actual expenditure on the institution last year, as drawn from the treasury, was Rs. 27,892. The school, it appears, is worked at a profit of Rs. 6,618 per annum. It is doubtless a good thing that the school should be worked at a profit; but the main object to be had in view in a reformatory is the reformation of the youthful offenders, and in my recent inspection of the school it struck me that undue attention was paid to making it a paying concern.

4. I have said in paragraph 1 above that the selection of the man as superintendent of the institution is of paramount importance. The man should, in the first place, be a Surgeon; in the second place, a good disciplinarian; and in the third place, he should have an aptitude for mechanics.

Doctor Jennings, whom I have referred to above, satisfied these conditions. He has a knowledge of mechanics, having gone through a course of mechanical engineering, and he is an excellent disciplinarian. If, therefore, the school be transferred to the Educational Department, I would recommend that his services be applied for as superintendent of the school.

5. As regards the stations in which the school should be placed, the Government of India suggest that it should be in a station where there is no prison. It would, I submit, be difficult to find such a place. There are jails at all the head-quarters of the districts in these provinces, and if the school were placed in a country village, it would be inspected with less frequency than it would be, were it in some central station. Further, the cost of erecting fresh buildings would be almost prohibitive. It seems to me that no better place could be selected than the present one. There is no danger whatever of the young offenders being brought under the contaminating influence of prisoners, and the central position renders it easy of access for the visits of boards, visitors, and inspecting officers.

Statement showing Receipts and Disbursements of the Institution, giving a profit of Rs. 6,618-13-2.*

DETAILS.	Rs. a. p.	Rs. a. p.
Receipts in 1897 paid into the Treasury	40,019 12 3	
Receipts by inter-departmental receipts	34,107 10 9	
Stock on the 31st December 1897	84,810 14 0	
Debts due to institution on 31st December 1897	29,872 3 11	
Ditto ditto ditto 1896	897 9 4	1,89,708 2 3
Deduct—		
Expenditure in 1897 received from the Treasury	27,892 9 5	
Do. in 1897 inter-departmental receipts	43,682 2 4	
Stock on the 31st December 1896	68,210 11 0	
Debts due to institution on 31st December 1896	42,719 10 5	
Ditto by ditto ditto 1897	584 3 11	1,83,089 5 1
	Profit	6,618 13 2

* Jubbulpore Reformatory.

Nos. 374—79.

No. 32. *Extract from the Proceedings of the Government of India in the Home Department (Jails),—under date Simla, the 2nd September 1899.*

READ again—

Despatch from Her Majesty's Secretary of State for India, No. 24 (Judicial), dated the 14th July 1898.

Letters to the Governments of Madras, Bombay, Bengal, North-Western Provinces and Oudh, and Burma, and the Chief Commissioner, Central Provinces, Nos. 422—427, dated the 15th September 1898.

Letter from the Government of the North-Western Provinces and Oudh, No. 3015, dated the 11th October 1898, and enclosures.

Letter to the Government of the North-Western Provinces and Oudh, No. 540, dated the 16th November 1898.

Despatch to Her Majesty's Secretary of State for India, No. 52 (Judicial—Jails), dated the 22nd December 1898.

READ also—

Letter from the Government of Madras, No. 250, dated the 4th May 1899, and enclosures.

Letter from the Government of Bombay, No. 3483, dated the 20th May 1899, and enclosures.

Letter from the Government of Bengal, No. 441-P. D., dated the 29th June 1899, and enclosures.

Letter from the Government of the North-Western Provinces and Oudh, No. 1363, dated the 15th May 1899, and enclosure.

Letter from the Government of Burma, No. 266—11-J.-2, dated the 13th January 1899, and enclosures.

Letter from the Chief Commissioner of the Central Provinces, No. 3760, dated the 23rd May 1899, and enclosures.

RESOLUTION.—In the despatch of the 14th July 1898 read in the preamble, the Secretary of State said that he would be glad to see the Madras system, under which the reformatory school is managed by the Education Department, adopted in other provinces. His Lordship also commented on the criticisms made by Lieutenant-Colonel Hall, I.M.S., Inspector General of Prisons in the North-Western Provinces and Oudh, on the defects of the system of industrial training followed in the Bareilly School. The Government of India referred the matter for the consideration of the Local Governments concerned, and, in the light of the replies to the reference and of the annual reports, they have made a careful examination of the system of management and training followed in the different schools and of its results. The light thrown on the subject has shown the need for reform in several directions.

2. The seven reformatory schools which now exist in India were established under the Reformatory Schools Act of 1876, and were the outcome of earlier arrangements under which juvenile offenders were kept in separate wards; and some endeavour was made to give them an industrial training. Except in Madras the schools have remained under the control of the Jail Department, and they appear to the Government of India to have been conducted too much on jail principles. Whilst a strict discipline has been maintained and the health of the boys has been well cared for, insufficient attention has been paid to the reformatory training which should be the main object of the schools. In putting the boys to work enough care has not been taken to select and give a good training in some trade, which will enable them to earn an honest livelihood on entering the world. The convenient utilization of the labour has not infrequently been the first consideration. The training has not always been well adapted to teach the boys self-respect and self-control and habits of care and industry in their work. The career of the boys on leaving school has not received sufficient attention, and more systematic efforts are required to obtain employment for them. The information that has been furnished regarding the boys who have left school is very incomplete, and is not satisfactory. Few boys are following the trades taught them at school, and on the whole the schools cannot be said to have had much success as reforming agencies.

3. The Governor General in Council attributes these defects mainly to the association of the reformatories with the Jail Department, and is of opinion that a great improvement would be effected by transferring their management to the Education Department. Reformatories should be mainly schools for the education and reform of boys, and not jails for their punishment by long periods of incarceration. The department which has experience of the training of youth is likely to be more successful in the management of such institutions than the department which deals with the punishment of criminals. And apart from these considerations there are several important advantages to be derived from emphasizing the school aspect of the reformatories. Native sympathy will be more readily enlisted on their behalf, and it will be easier for the boys to obtain employment. The school itself will be able to assist them to a greater degree than it can under the present system of management. The boys will feel less shame at having been connected with the school and will be readier to accept its help and keep up communication with it. This will make it easier to keep a watch over the boys after they leave, both in their own interest and with a view to secure the information which is essential to enable the authorities responsible for the management to ascertain whether the work is being conducted on proper lines.

4. The general considerations which point to the superiority of management by the Education Department receive strong support from the experience that has been gained in the Chinglepat Reformatory School in the Madras Presidency. This establishment, which is managed by the Education Department, has been in existence for nearly twelve years. The system adopted for the moral and industrial training of the boys and their schooling is much better than that followed in any other province, and the main object of fitting them

for a useful life is kept steadily in view. Strict discipline is maintained without difficulty, but it differs in character from the discipline enforced in a jail and tends to teach the boys self-reliance and self-respect. When the boys leave school a watch is kept over them, and great pains are taken to procure them employment. The results have shown the wisdom of this system. The Chingleput authorities have information about almost all the boys who have been at the school, and the information is much more satisfactory than that furnished by the reformatories of other provinces.

5. The Government of the North-Western Provinces and Oudh has received favourably the suggestion to transfer the management of its reformatory school to the Education Department, but the Governments of Bombay, Bengal and Burma, and the Chief Commissioner of the Central Provinces are not inclined to accept the proposal. The main argument brought against it is that discipline under the Education Department is likely to be less strict than is desirable in dealing with criminal boys, and that the punishment will not be sufficiently deterrent. There does not appear to the Governor General in Council to be any good reason why a strict discipline should not be enforced under the Education Department, or for believing that the liability to be detained for a period of years in a school conducted on the principles of the Chingleput Reformatory will fail as a deterrent. After a very careful consideration of the case, the Government of India have decided that all reformatory schools should be placed under the charge of the Education Department, and they will be glad to see the change effected as soon as this can conveniently be done.

6. A second matter noticed in the despatch from the Secretary of State is the question whether the reformatory should, as in the case of the reformatory at Chingleput, be removed to a station where there is no jail. The management being separate it does not appear to the Government of India that the existence of a jail in the station will prejudice the success of the school. There are jails at all large stations, and to select a station where there is no jail might make proper supervision difficult. It is, however, desirable that the reformatory should not be in the immediate vicinity of the jail and in no case should it be within the jail precincts. Where the existing reformatory buildings are near the jail, the Government of India do not think it necessary that the heavy expense of building a new school at a distance need be undertaken, but no new reformatory school should be built in the neighbourhood of a jail.

7. In conclusion the Government of India desire to draw attention to the main questions of reformatory school management which appear to them to need careful consideration :—

(1) *Appointment of Superintendent.*—The Government of India agree fully with the Chief Commissioner of the Central Provinces, that the selection of a suitable superintendent is a matter of the first importance, and they hope that all Local Governments will bear this in mind.

(2) *Improvement of industrial education and its adaptation to the needs of the boys on leaving school.*—Considerable improvement has lately been made in this direction, but the matter requires continued care and watchfulness. The general system of training requires careful attention, and a sound training in some trade likely to be useful to him must be given to every boy. In selecting the trade the caste of Hindus should be taken into consideration. There is considerable diversity of opinion as to whether agriculture or a handicraft forms the best subject of work and instruction in the school. The Government of India do not wish at the present moment to express an opinion upon this subject. If the results of more thorough instruction and better training are watched, the best subjects for instruction will become apparent.

(3) *Employment of boys on leaving school.*—More systematic attention should be paid to this important subject, and every reasonable effort should be made to help the boys to an honest livelihood when they leave school.

(4) *Maintenance of a watch over discharged boys.*—Several authorities have expressed themselves averse to keeping a watch over the boys on leaving school, on the ground that they should be free from surveillance, and that to make inquiries about them may injure their prospects. The Government of India hope that the transfer of management to the Education Department will, for the reasons explained above, greatly lessen this objection. They do not think that it is a proper principle that the boys should be left without help or guidance on leaving school, and are convinced that a watch should be kept over them both in their own interests and in order that the results of the school's working may

be known. The Governor General in Council desires that a statement should be appended to the annual report on each school showing what has become of the boys released during the preceding three years and who amongst them are following trades learnt in the school. Boys who worked at agriculture and who were taught handicrafts whilst at school should be distinguished in this statement.

(5) *Apprenticeship.*—The Inspector General of Jails in the Central Provinces has suggested that a system of apprenticing should be largely introduced, and the Chief Commissioner considers the system to be worth trying. As far as the Government of India are aware very little use has been made of the power to apprentice boys given by section 18 of the Reformatory Schools Act. The matter deserves the attention of Local Governments.

ORDER.—Ordered that a copy of this resolution be forwarded to the Governments of Madras, Bombay, Bengal, the North-Western Provinces and Oudh, the Punjab, and Burma and the Chief Commissioner of the Central Provinces, for information and guidance.

[True Extract.]

A. H. L. FRASER,

Officiating Secretary to the Government of India.

No. 30 OF 1899.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

Judicial.
Jails.

TO THE RIGHT HONOURABLE LORD GEORGE FRANCIS HAMILTON,

Her Majesty's Secretary of State for India.

Simla, the 7th September 1899.

MY LORD,

In continuation of paragraph 3 of our Judicial (Jails) Despatch No. 52, dated the 22nd December last, we have the honour to forward, for Your Lordship's information, a copy of a resolution which we have issued after consulting the Local Governments and Administrations concerned, on the subject of the management and working of reformatory schools in India.

2. The examination which we caused to be made into the working of the present system has in our opinion disclosed considerable need for reform. The reformatories appear to have been managed too much in the manner of jails, and sufficient attention has not been paid to training the boys so as to fit them to earn an honest livelihood. We think that these defects are largely due to the connection of the schools with the Jail Department, and, although our views in this respect are not altogether endorsed by the majority of the Local Governments whom we have consulted, and who recommend an adherence to the present system, we are nevertheless of opinion that the experiment suggested by Your Lordship should be tried, in the interests of the moral and educational advance of the inmates of these institutions. Accordingly, as desired by Your Lordship, we have directed that the management of reformatory schools shall be transferred to the Education Department. That department has been very successful in its management of the Chingleput Reformatory in the Madras Presidency.

3. Your Lordship also suggested that reformatory schools should be situated at stations where there are no jails. With separate management it does not appear to us that the existence of a jail in the station will prejudice the success of the school. There are jails in all large stations, and to select a station for the school where there is no jail might render proper supervision difficult. It is, however, objectionable to have the reformatory school situated in close proximity to a jail, and we have told Local Governments that in future no reformatory school should be built near a jail.

4. In the last paragraph of our resolution attention is drawn to the need for more careful industrial training. Both in the selection of the trades and the manner of imparting instruction there is great need of improvement. Much has been done since Your Lordship's Despatch of the 14th July 1898 was circulated to Local Governments. But much still remains to be done, and we trust that under the management of the Educational Department, the system of training will rapidly improve. There is considerable difference of opinion with regard to the respective merits of agricultural training and instruction in handicrafts. We have thought it best to lay down no rule on this subject at the present time. A careful watch over an improved system of instruction will no doubt show what is the best form of industrial training for each province. We have directed that three years' figures regarding the boys discharged from school shall be appended to each annual report and shall distinguish between boys who were taught agriculture and handicrafts whilst in the school.

We have the honour to be,

MY LORD,

Your Lordship's most obedient, humble servants,

CURZON OF KEDLESTON.
W. S. A. LOCKHART.
E. H. H. COLLEN.
C. M. RIVAZ.
C. E. DAWKINS.
T. RALEIGH.
R. GARDINER.

Government of India Central Printing Office.—No. 1920 H. D.—20-4-1900.

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PAPERS

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FROM THE

JAILS DEPARTMENT TO THE EDUCATION DEPARTMENT

DURING THE YEAR

1898-99.

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